3/1

NEWARK PUBLIC LIBRARY

FEB 25 1982

U. S. GOVT. PUBS.
DEPOSITORY 373

February 1982
Vol. 3, No. 1

U.S. Department of Justice

OJARS LEAA OJJDP BJS·NIJ Justice Assistance News

$128.6 Million Budgeted For JSIA Agencies

President Reagan has signed a continuing resolution that funds the Justice System Improvement Act agencies through March at a level equal to an annual budget of $128.6 million. The Congress must take further action prior to March 31 to provide appropriations for the balance of fiscal year 1982.

The appropriation level of the continuing resolution is more than twice the $61.2 million budget requested by the administration, but $30.8 million smaller than the $159.4 million appropriated in fiscal year 1981.

Meanwhile, OJARS Acting Director Robert F. Diegelman, citing the budget cut and the resulting need for a major restructuring of the JSIA agencies, announced a reduction in force (RIF) of at least 60 employees from the current 310.

"I regret the necessity for this action," Mr. Diegelman said in a December memo to employees in notifying them of the RIF.

"As you know, we have taken every measure possible to avoid a RIF, but circumstances now leave us no other choice."

He said the RIF would be completed by March 31 and that the personnel cuts would be concentrated in OJARS and LEAA, although the other JSIA units—NIJ, BJS, and OJJDP would be affected by the RIF procedures.

The $128.6 million JSIA appropriation includes $70 million for the Office of Juvenile Justice and Delinquency Prevention, which had been earmarked for elimination under the administration's proposed budget.

No money was appropriated for LEAA programs with the exception of $4 million to fund Treatment Alternatives to Street Crime (TASC) and $10.1 million to continue the Public Safety Officers' Benefits Program (PSOB).

Some $9.4 million are earmarked for the administrative expenses of LEAA, OJARS, and OJJDP to phase out the LEAA program and provide support services to NIJ, BJS, and the PSOB and TASC programs.

NIJ received an appropriation of $16.8 million, and BJS received $13.9 million as part of the total $128.6 million. Some $4.4 million were provided to administer the research and statistics programs. ■

LEAA To Close April 15

The Law Enforcement Assistance Administration will be terminated on April 15, the Department of Justice announced December 30.

All continuing functions will be transferred to the Office of Justice Assistance, Research, and Statistics.

"LEAA has been gradually closing down for some time now," Deputy Attorney General Edward C. Schmults said in making the announcement.

"Neither this administration nor the one preceding it has sought additional funds for it. Many of the grants it has made for improvements in police work, corrections, and the courts are moving into termination status.

"While LEAA has not lacked for supporters, the Reagan administration feels that new approaches to bolstering the criminal justice system have to be tried. This in no way reflects on the people of LEAA, who have been both dedicated and innovative in helping the states, counties, and cities with their problems."

Four LEAA programs received funding for 1982 and will be continued by OJARS—the Treatment Alternatives to Street Crime (TASC) program, the Public Safety Officers' Benefits program, a program to help local police run "sting" operations, and a regional organized crime intelligence center program.

From 1969 through 1980, LEAA's appropriation was $7.7 billion.

In December 1979, the Justice System Improvement Act restructured the LEAA, creating four agencies within the Department of Justice to help state and local governments improve the quality of their criminal justice systems, conduct research in criminal justice, and compile and disseminate criminal justice statistics. The agencies included the LEAA, the National Institute of Justice, and the Bureau of Justice Statistics, with OJARS providing administrative support and coordination. In 1980, the Office of Juvenile Justice and Delinquency Prevention, which had been a part of LEAA, also was made an independent agency. ■

J 1. 59:

In This Issue

$128.6 Million Budget Resolution Signed 1

LEAA Will Close April 15 1

Burger Urges Creation Of Prison Industries 4

DOJ To Help States Locate Surplus Property 5

Study Finds Inmate Suicide Rate 16 Times Greater Than Average 5

Elderly Are Not Most Common Crime Victims, BJS Survey Reports 6

Justice Assistance News

Published 10 times a year by the Public Information Office, Office of Justice Assistance, Research, and Statistics, in conjunction with the Bureau of Justice Statistics, Law Enforcement Assistance Administration, National Institute of Justice, and Office of Juvenile Justice and Delinquency Prevention.

Joseph Krovisky, Director
Public Information Office

Anne R. Voigt, Editor

U.S. Department of Justice
Washington, D.C. 20531

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of Management and Budget through September 30, 1984. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING

We Can Prevent Crime

The following was prepared by the OJARS Acting Director Robert F. Diegelman in honor of Crime Prevention Week, which was celebrated February 7 to 11.

Like millions of Americans, I am a member of Neighborhood Watch. Every eight weeks, I take my turn patrolling the neighborhood and reporting suspicious activity to the police.

Organized by the Fairfax County, Virginia, police department, my Neighborhood Watch program is just one of thousands like it across the country. In fact, the National Sheriffs' Association has estimated that from six to 10 million Americans are today participating in Neighborhood Watch.

Neighborhood Watch and other citizen and community crime prevention programs are demonstrating the impact of citizen action in helping curb crime. In some areas, the results are indeed impressive. In Detroit, Michigan, for example, crime in selected neighborhoods dropped as much as 60 percent as a result of a watch program sponsored by the Detroit Police Department. In Jackson, Mississippi, residential burglary decreased by 66 percent in those areas with a block watch effort. In Seattle, Washington, a commercial business watch program reduced burglary, theft, and robbery by about 30 percent.

Crime is unquestionably a major problem. The FBI reports that overall crime rates are up 10 percent—the sharpest rise in a decade. According to one national poll, almost 60 percent of the population believe that more crime occurs in their neighborhoods now than a year ago. Another survey concludes that nearly half of all Americans have changed the way they live to reduce the likelihood of their becoming crime victims.

These are stark and depressing realities. But they are not the whole story. While many people believe that crime is an inevitable part of their lives and that they are helpless to do anything about it, others are beginning to take action. In thousands of neighborhoods around the country, people are no longer willing to stand by idly while crime destroys their neighborhoods or makes them prisoners in their own homes. They are working together, and with the police, to protect themselves, their loved ones, and their communities. Citizen crime prevention programs, in cooperation with the police, are showing that people are not helpless, that apathy is not the rule, and that citizen action can and is making a difference.

Citizen crime prevention efforts build on the very simple notion that all of us—whether government official, business executive, or individual citizen—have a responsibility to help make our homes and communities safe from crime. Government is expected to keep the peace, but it is increasingly clear that government alone cannot do the job. The police know that their best ally in the fight against crime is an alert and informed citizenry.

Crime prevention is also based on the notion that all of us can take steps to reduce our chances of becoming crime victims—steps like locking doors and windows or avoiding walks alone at night. This view of crime prevention is often called "opportunity reduction" and assumes that many crimes would not be committed if we made it harder for criminals by being more aware and taking more protective measures.

Findings by the Bureau of Justice Statistics tend to confirm this assumption that a great deal of crime is preventable. For example, a national crime survey report found

(continued on next page)

that between 1973 and 1975, more than $1 billion was lost in nine million household burglaries where no force was needed to gain entrance.

Obviously, a common-sense crime prevention step should be to lock doors and windows, but all too often this easy task is overlooked or neglected—making our homes vulnerable targets for crime.

Crime prevention activities are not a cure-all or panacea. But in cases like these, good crime prevention behavior may keep someone from becoming a victim.

However, citizen and community crime prevention efforts are more than just protection of oneself or one's property. They help restore a sense of neighborliness and community. They can be a catalyst for bringing people together to help deal with an array of problems that are affecting the quality of life. And they help reestablish a sense of people caring and looking out for each other.

A noted futurist with SRI International, Peter Schwartz, has stated that if you project current violent crime rates through the year 2000, the crime level would be staggering and beyond the ability of traditional crime-fighting forces to handle. The alternatives, he conjectures, are that we become an armed society or that we find ways of reconstructing the social fabric so that people are more neighborly. Clearly, the latter alternative is preferable, and it is here that community crime prevention programs may pay the greatest dividend.

Crime prevention can be an important part of the strategy to fight crime not only because it works, but also because it does not require a major investment of public funds. At a time when budgets at all levels of government are near the breaking point and criminal justice agencies are hard-pressed to maintain basic services, crime prevention is a cost-effective program that often can lead to positive results. A number of jurisdictions are discovering the appeal of crime prevention programs: low cost, high visibility, and a track record of success.

Over the past decade the federal government has played an important role in nurturing crime prevention programs. Under the Safe Streets Act program hundreds of state and local projects have been supported. Important national efforts such as those of the National Sheriffs' Association (Neighborhood Watch) and the American Association of Retired Persons were started with federal aid. And a number of key research efforts also were completed with federal support, including research on community-based activities and the effects of environmental factors on crime.

One of the most exciting and promising outgrowths of this federal leadership role is the National Citizens' Crime Prevention Campaign. Started with a combination of federal and private monies, the campaign enlists, through the Advertising Council, Inc., the vast volunteer resources of the nation's advertising industry and the media. It brings to the American people simple, down-to-earth messages about what can be done to prevent crime. It unites business, labor, government, and citizen organizations in a common effort to deal with a pressing national problem.

By now many Americans know the campaign's spokesdog, "McGruff." Appearing on television, radio, billboards, in buses and subways, and in newspapers and magazines, "McGruff" and his slogan "Take A Bite Out of Crime," are rapidly becoming national symbols of crime prevention—much like Smokey the Bear is a symbol for forest fire prevention. "McGruff" seeks to change unwarranted feelings of fear and helplessness into positive action. Through his messages in the media, as well as through a series of informative booklets, he is providing up-to-date, reliable information about crime prevention measures that individuals and organizations can take. "McGruff" is careful not to encourage vigilante efforts or fortress living. Rather, he stresses cooperation with law enforcement and constructive individual and collective action.

So far, the limited federal financial investment in the campaign has paid off handsomely. More than $60 million in free advertising time and space has been received, making "McGruff" one of the top 75 advertisers nationwide. More than a million booklets have been distributed and hundreds of thousands more either purchased from the Government Printing Office or reprinted locally. In fact, the United Steelworkers of America is reprinting 100,000 copies.

Backing the campaign is the Crime Prevention Coalition—a group of about 50 national nonprofit organizations and federal agencies. Coalition organizations have divergent memberships, interests, and priorities, but they share a commitment to the campaign and to crime prevention. Among the participants are the Federal Bureau of

(continued on page 8)

Copyright material has been deleted, not available for Microfiche Edition.

Burger: Prisons Should Become 'Factories With Fences'

The nation's prisons should become "factories with fences," says U.S. Supreme Court Justice Warren E. Burger

Speaking before the Lincoln Bar Association at the University of Nebraska, the chief justice proposed that industries be created in prisons and that inmates help pay for their room and board with wages received from the work.

"Creating prison industries, with incentives for good performance, would accomplish the dual objective of training inmates in gainful occupations and taking off the backs of the American taxpayers the enormous load of maintaining the prison systems of this country," he said.

Warren E. Burger

Reduce Recidivism

Inmates with a marketable skill would help reduce recidivism, Chief Justice Burger stressed.

"If we had begun 25, 35, or 50 years ago to develop the kinds of programs in correctional institutions that are appropriate for an enlightened and civilized society, the word 'recidivist' might not have as much currency as it does today," he said.

Persons who are confined in a penal institution for any length of time and released without being able to read, write, spell, or do simple arithmetic and not trained in any marketable skill "will be vulnerable to returning to a life of crime," Mr. Burger said.

Education and Training

Prisons should be made places for basic education and vocational training instead of the "warehouses for human beings" as in many institutions, he added.

"Just more stone, mortar, and steel for walls and bars will not solve or even improve these dismal conditions," he emphasized. "If we are to make progress and protect the persons and property of people and make streets and homes safe from predators, we must consider changes in our approach to dealing with the prison population that offer some hope of changing some of those who are confined." ■

AROUND the NATION

LOS ANGELES—The district attorney's office in Los Angeles is using a novel tactic—the civil court order—to quell rowdy street gang activity in city neighborhoods. The injunctions—aimed at forbidding suspected street gang members from congregating—have cleared the neighborhoods of shootings, loud parties, and even litter, officials report. The orders were based on sworn affidavits from police and neighbors fearful of gang activity in their communities. Officials in the county district attorney's Hardcore Unit—which specializes in prosecuting gang crime—say the civil court orders have made it easier to arrest and prosecute persons for acts that are normally routine Penal Code violations.

ST. PAUL, MINN.—Fire department officials in St. Paul report a substantial decrease in arson incidents as the result of efforts of its fire department/insurance company cooperation program. The St. Paul Fire Department and Marine Insurance began a joint effort in 1980 to provide training, upgrade equipment, post rewards for information, and sponsor a crime prevention program for high school students. They also launched an anti-arson advertising campaign and promoted tougher anti-arson laws. The program is now distributing a public awareness/community action kit developed by Marine Insurance to better involve citizens in combatting arson. For more information on the program, contact John Rukavina, Department of Fire and Safety Services, 101 East Tenth St., St. Paul, Minn. 55101, 612/224-7811.

MIAMI—The Miami Chamber of Commerce has created a 50-member "action committee on crime" to design specific ways the city's business community can help fight crime. The committee will be divided into three strike forces—one to obtain help from local officials, a second to work with state leaders, and a third to lobby federal officials for aid with Miami's most severe problems—drugs and illegal aliens. ■

RECENT GRANTS

NIJ

• $107,496 to the **University of Illinois** to study the effect of collective bargaining and arbitration on police administration.

The grant will assess how police wages, fringe benefits, and budget allocations affect the delivery of law enforcement services and the ability to manage the workforce.

• $397,172 to the **Social and Demographic Institute** at the University of Massachusetts to study the illegal gun market.

The project will survey a sample of imprisoned weapons offenders in eight states to learn how they acquired the guns they used in committing crimes.

The study will make specific regulatory and enforcement recommendations to curb the illegal trafficking in guns. ■

DOJ To Help States Alleviate Prison Crowding

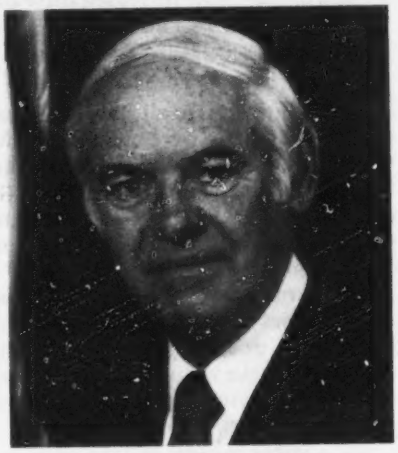
A new program has been started by the Department of Justice to help states meet their urgent corrections problems.

Attorney General William French Smith has established a Clearinghouse at the Bureau of Prisons to help locate surplus federal property that could be turned over to the states for use as prison facilities.

The first state to benefit from the program is New York, which will use a former Air Force radar base at Watertown as a medium security installation for 200 offenders.

"The problem of available space in state prisons to keep dangerous criminals off the street is one of the most important violent crime issues in the nation," the Attorney General said.

He said a majority of states are "in a crisis situation" and that transferring the property to New York "demonstrates the commitment of this administration to cooperate with state and local governments in solving criminal justice problems."



Attorney General Smith

The 70-acre Watertown site has 34 structures, including the type of buildings needed for correctional use—kitchen and dining, recreation facility, chapel and dormitories, plus utilities.

The Clearinghouse is expected to help transfer other federal properties to states for correctional use in coming months. It was established following a recommendation by the Attorney General's Task Force on Violent Crime.

The Clearinghouse, headed by Ronald J. Waldron, the Bureau's chief of program development, has worked with GSA to compile a list of federal surplus and excess properties.

The Clearinghouse provides states with information on which sites are available and who to contact in GSA.

For more information on this program, contact Mr. Waldron at the Bureau of Prisons, 320 First St., N.W., Washington, D.C. 20534. ■

High Suicide Rate Found Among Inmates

The rate of suicides among jail inmates is 16 times greater than the rate among the general population, according to a study by the National Center on Institutions and Alternatives for the Department of Justice's National Institute of Corrections.

On any given day, at least one, and as many as two persons commit suicide in county jails and police lockups, the study said. In 1979, the year examined by the study, there were 419 suicides in the nation's 16,909 jail facilities. By examining these suicides, the study drew a profile of the victims.

Victims Profiled

Jail suicide victims were most likely to be 22-year-old, single, white males arrested for public intoxication, the only offense leading to their arrest, and would be under the influence of alcohol and/or drugs upon incarceration. Further, the study said, the victims were likely to have no significant history of prior arrests. Most were taken to an urban county jail and immediately placed in isolation for their own protection and/or surveillance. Less than three hours after incarceration, they would be dead. Most victims had no history of mental illness or previous suicide attempts.

The study offers a number of recommendations to prevent suicides in jail.

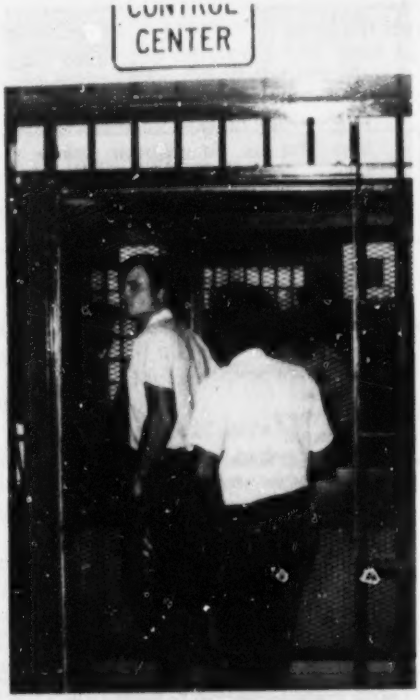
Divert High-Risk Offenders

Jailers should be alert to high-risk inmates and divert them to alternative services, the study said. All inmates should be closely watched during their initial period of incarceration, particularly during the first three hours.

Isolation increases the chance of a suicide, the study said. Inmates exhibiting suicidal behavior should be placed in the general jail population, and be kept under 24-hour "eye contact" supervision.

California led all states in the number of jail suicides with 43, followed by New York with 27, the study reported. No jail suicides were found in Arizona and Maine. The suicides in six states—California, New York, Texas (25), Michigan (22), Ohio (22), and Florida (21)—comprised 33 percent of all jail suicides in the country.

For more information on this study, "And Darkness Closes In...National Study of Jail Suicides," contact Lindsay M. Hayes, Project Director, National Center on Institutions and Alternatives, 1337 22nd St., N.W., Washington, D.C. 20037, 202/659-4156. ■



Jail suicide victims were most likely to be 22-year-old, single, white males arrested for public intoxication.

BJS Study Reports

Elderly Are Not Most Common Crime Victims

Crime against the elderly is comparatively low when measured against other population groups, but the trauma and economic impact of crime may affect older people more severely than others, according to a BJS study, "Crime and the Elderly."

"When a purse is snatched or a pocket is picked the direct contact with the offender may be very frightening even though it results in no injury," said the study. "And the economic loss involved may be particularly upsetting to a person who is living on a fixed income."

BJS said in its study that younger people, rather than older people, made up a disproportionate part of the nation's crime victims from 1973 through 1980. Younger people between the ages of 12 and 25 were the highest victimized group.

Rates Decreased

The study, based on data from the agency's National Crime Survey, found few significant changes in crime against the elderly from 1973 through 1980, although crimes of violence against people 65 years and older decreased from 8.5 per thousand in 1973 to 6.9 per thousand in 1980, and burglaries decreased from 55.1 per thousand to 48.3 per thousand in the same period.

The U.S. population of men and women 65 and older increased from 20.4 million in 1973 to 24.1 million in 1980, the bulletin said.

Theft Victims

About 75 percent of all personal crimes against the elderly were common thefts, the bulletin said, and only in the category of personal larceny with contact were the elderly more often victims (3.2 per thousand) than were people under 65 years old (2.9 per thousand).

The bureau defines personal larceny with contact as the theft of a purse, wallet, cash, or other property by stealth directly from the victim without force or threats. It includes attempted purse snatching or pocket picking.

The number of rapes of the elderly was too small to yield statistically reliable data, the study said.

The bulletin commented that when the elderly become crime victims they often become fearful even though they are not often injured.

Benjamin H. Renshaw, acting BJS director, pointed out that "behind this statistical conclusion of our victimization studies is the inescapable realization that the trauma and economic impact of crime may weigh far more heavily on the elderly, leading them to take precautionary measures that can only impoverish their lives.

"By altering their lifestyles to minimize a special vulnerability to crimes of theft, the elderly are forced to accept unwarranted limits on their freedom because of the fear of violence," he said.

Most Report Crimes

A related study, "Crime Against the Elderly in 26 Cities," said that the elderly, when compared with younger age groups, are:

- Least likely to be injured.
- Most likely to have their purses snatched or their pockets picked.
- Most likely to be victims of completed rather than attempted crimes.
- More likely to report crimes to law enforcement agencies.

Single copies of both reports may be obtained free of charge by writing the Bureau of Justice Statistics, Washington, D.C. 20531. ■

Personal and household crimes: Victimization numbers and rates for persons under age 65 and 65 and over, 1973-80 yearly average

Sector and type of crime	Under 65		65 and over		Percent difference between rates[1]
	Number	Rate	Number	Rate	
Personal sector					
Crimes of violence	5,582,700	37.1	168,500	7.6	-79.5
Rape	160,800	1.1	[2]2,200	[2]0.1	—
Robbery	1,043,100	6.9	79,500	3.6	-48.3
Assault	4,378,700	29.1	86,800	3.9	-86.6
Aggravated assault	1,668,900	11.1	30,100	1.4	-87.7
Simple assault	2,709,900	18.0	56,600	2.6	-85.8
Crimes of theft	15,600,500	103.6	521,300	23.5	-77.4
Personal larceny with contact	442,400	2.9	71,600	3.2	+9.5
Personal larceny without contact	15,157,900	100.7	449,700	20.2	-79.9
Household sector					
Household burglary	5,946,200	97.8	748,600	50.0	-48.9
Household larceny	8,486,800	139.6	843,400	56.3	-59.7
Motor vehicle theft	1,270,400	20.9	77,000	5.1	-75.4

NOTE: Provisional 1980 data are included in the averages.
[1]All of the differences are statistically significant at the 95-percent confidence level, except that for personal larceny with contact, which is not significant.
[2]Estimate, based on a yearly average of fewer than 10 sample cases, is statistically unreliable. Percent difference not shown.

Trends in victimization rates against the elderly, 1973-80

Evidence Found After Arrest Can Be Seized

The police do not need a warrant to follow someone under arrest into a home and seize evidence found there, the Supreme Court has ruled.

A police officer has a "right to remain literally at (the person's) elbow at all times" once a legal arrest has been made, the court said in an opinion written by Chief Justice Warren E. Burger.

The ruling reinstated the drug possession conviction of Neil M. Chrisman, a student at Washington State University in Pullman, Washington.

Mr. Chrisman was charged with the offense after a campus police officer accompanied another student arrested for underage drinking to a dormitory room shared by the two and observed marijuana lying on a desk in the room. Both students were charged and convicted of drug possession, although Mr. Chrisman's roommate was not involved in the case when it reached the Supreme Court.

The Constitution's ban on unreasonable searches and seizures does not prohibit a police officer from monitoring "the movements of an arrested person, as the officer's judgment dictates, following the arrest," the court ruled. An officer has the right to follow the arrested person at all times to prevent escape and prevent danger to himself and others, the court said. ■

Book Teaches Children To 'Play It Safe'

Children are getting important tips on safety and having fun at the same time with "Play It Safe," a crime prevention coloring book produced by OJARS.

Kiwanis International has distributed the book to local Kiwanis clubs throughout the country, while Romper Room, a television show for preschoolers, highlights the book on its daily programs broadcast in 46 cities in the U.S. and Canada.

The Shaw Avenue Kiwanis Club in Fresno, California, has distributed almost two million "Play It Safe" coloring books during the last three years. OJARS has distributed almost 155,000 of the books through Romper Room's efforts.

Eugene Junette, a member of the Shaw Avenue Kiwanis Club, reports that several children have been saved from potential personal danger because of what they learned in the coloring book.

"One Christmas a woman came to my door to thank me for distributing the book. She said it may have saved her daughter from harm," he said.

The woman's daughter had refused a ride offered by a stranger because of what she had learned in "Play It Safe," Mr. Junette said. The family later learned that the man had a history of arrests for child molestation.

" 'Play It Safe' really works!" said Mr. Junette.

"Play It Safe" is a 16-page booklet in which individual coloring panels depict good safety rules for pre- and school-age children.

Copies of the coloring book are available from the OJARS Public Information Office, 633 Indiana Avenue, N.W., Washington, D.C. 20531. The coloring book is free, although bulk orders are limited to 25 copies. However, public service groups and others may reprint the booklet as long as proper credit is given to OJARS. ■

Food Stamps Available

Battered women and children who are residents of shelters are now eligible for food stamps, the U.S. Department of Agriculture has announced.

The Department of Agriculture's Food and Nutrition Service published its final rule on the subject in the December 8 issue of the Federal Register. The new rule is effective as of January 7, 1982 and will be implemented by April 1.

Further information is available from the Policy and Regulations Section, U.S. Department of Agriculture, 14th Street and Independence Aveune, S.W., Washington, D.C. 20250, telephone 202/447-9075. ■

Business Thefts Fall

Shoplifting, employee theft, and other shrinkage losses fell slightly in 1981, according to an annual survey by the National Mass Retailing Institute.

Losses decreased from 2 percent in 1980 to 1.9 percent in 1981, the institute found.

It cited three factors for the decrease: Business owners are tougher in prosecuting shoplifters. They are giving more rewards to employees for theft reduction. And they increased the amount spent on security—from .31 percent of sales to .34. ■

Moving?

Don't forget to write!

You can help us speed your change of address by clipping the label from your *News* and sending it with your address to:

Justice Assistance News
633 Indiana Ave., N.W.
Washington, D.C. 20531

Coalition Fights Crime

(continued from page 3)

Investigation, the Insurance Information Institute, the General Federation of Womens Clubs, the AFL-CIO, and the Police Executive Research Forum. In additions, 15 states are now formally affiliated with the Coalition. Among the unique strengths of the campaign are its links with the private sector. Private sector involvement takes two forms: financial support for continuation of the campaign and promotion of the campaign through employee and customer education programs. More than 1,000 businesses have been contacted through the campaign's outreach efforts, and a follow-up survey indicated that more than half of those companies responding have implemented crime prevention programs and used the campaign materials. Norfolk & Western Railroad, with 22,000 employees, has used "McGruff" to help tighten company security as well as show its employees how to avoid being victimized. Southland Corporation (7-Eleven) has provided "McGruff" crime prevention tips to its customers in the Philadelphia area and next May it plans a national program involving all 7,000 of its stores. New Jersey Bell has helped bring "McGruff" face to face with about 600,000 persons through a series of appearances at chamber of commerce meetings and major shopping centers. One New Jersey bank even printed (at their own expense) "McGruff" tips on their deposit slips and other banks are now interested in following suit. In short, corporate America is responding positively and the outlook for even greater involvement in the future is bright.

Another unique strength of the campaign is that it enhances state and local programs. Local police, community groups, and others are encouraged to adapt "McGruff" to their own activities and priorities. Examples of this local use abound. Today, there are over 160 "McGruff" communities—localities that use "McGruff" in police programs, school activities, parades, fairs, and other events. In one city, "McGruff" even appears on the Chief of Police's letterhead. In states like Maryland, "McGruff" has been made the star of a new booklet designed to help teach children good crime prevention habits. With increasing frequency, state and local agencies—from police departments to citizen organizations—are finding that the campaign reinforces their efforts, and that using its materials is more effective and less costly.

Changes in crime prevention attitudes and behavior require a long-term effort. Nevertheless, after just two years there is ample evidence that the campaign is "taking off" and stimulating awareness and action. Perhaps the most remarkable findings are that about one out of three Americans already recognize "McGruff." And of these, about one-fourth report increased knowledge and/or changed behavior. These findings, from a survey taken just months after the first ads were released, display its immense potential for reaching the American people and creating change.

The National Citizen's Crime Prevention Campaign can be a standard-bearer in the cause of crime prevention. But obviously much more is needed. Public education and awareness must be matched by opportunities for action. There must be a corresponding commitment by state and local governments, businesses and labor unions, community organizations, and law enforcement agencies, to develop and maintain crime prevention programs that give people a way to get involved. I am confident that this is happening. Right now, crime prevention is one of the positive steps we can take in the war on crime. While certainly not the whole answer, it has shown that it can work, that it need not require massive outlays of funds, and that it has appeal to all sectors of the population.

For nearly 40 years, National Crime Prevention Week has been sponsored by the National Exchange Clubs, a member of the Crime Prevention Coalition. For the past two years, "McGruff" and the Coalition have joined with them. This year's observance of National Crime Prevention Week (February 7-11, 1982) is an appropriate time to reflect on the contributions that crime prevention can make to the fight against crime, to rededicate ourselves to stemming the growing tide of lawlessness and fear, and to reaffirm those traditional values that are the heart of the crime prevention movement—respect for law, individual responsibility, and concern for others.

Let's all help....."Take A Bite Out of Crime". ■

Views In The News

WHAT'S WRONG WITH WORKING INMATES?: "It's no secret that the prison system in the U.S. isn't doing a good job deterring crime. During the past 10 years, the prison population has risen from under 200,000 to around 350,000. With federal and state governments planning to spend $5 billion to $10 billion on prison construction over the next decade, it's a good time to take another look at how we can improve the system in hopes of reducing the chances that a prisoner will become a chronic repeat offender...

"Chief Justice Burger recently raised the intriguing question of whether new prisons should be 'warehouses' to store criminals for a time or should become 'factories with fences'...

"One way prisoners might be converted from a life of crime, Justice Burger suggests, is if prisons would educate and train prisoners and operate shops and factories for production. Such an approach, he notes, would require a repeal of statutes that limit prison industrial production, an affirmative limitation against any form of discrimination against prison products, and a change in attitudes of organized labor and businessmen toward the use of prison inmates to produce goods. No one is calling for a return to the days of the chain gang, of course, but surely Justice Burger has a point that many aspects of the current system deny inmates the opportunity to learn useful skills.

"Even if his suggestions are not a cosmic solution to crime, it's hard to see what could be wrong with letting inmates do a little productive work while serving their terms."—*Editorial, The Wall Street Journal.*

SOLVING LIFE'S LITTLE PROBLEMS: "Not every barking dog and broken window belongs in the criminal courts. The Community Dispute Resolution Program, one of the last funded by the Justice Department's Law Enforcement Assistance Administration, provided an alternative. 'Backyard quarrels' were funneled by the court—if the parties agreed—to neighborhood mediators who heard the grievants, Solomon-like, and proposed an acceptable solution...

"The LEAA grant for the program runs out next July, along with grants for 140 other such programs in the country. An LEAA-Justice Department evaluation gave the centers generally high marks for efficiency and recommended they be duplicated. Fortunately, the New York State Legislature earlier this year approved $1,099,000 to fund community dispute centers in 1982, including $63,000 for Erie County...

"The Community Dispute Resolution Program not only eases pressure on the overloaded court system, but gives people a realistic opportunity to solve little human problems before they become big ones. It well deserves continuation."—*Editorial, The Buffalo Courier-Express.*

A CRIMINAL JUSTICE RUBIK'S CUBE: "The news item is hardly an eye-catcher: an effort to replicate Manhattan's monthly criminal justice coordinating meetings in the other boroughs. Yet for the criminal justice system, expansion of the meetings—which bring together prosecutors, probation officials, jailers, judges, defense lawyers and the police—may be one of the more important events of the year.

"It's long been understood that criminal justice is a Rubik's Cube: what the police do will affect what happens in the jails and prisons. You can't hope to deal with crime better by focusing on any single part—any more than you can solve the cube by concentrating on one square at a time.

"Yet for years criminal justice officials have responded to public frustration by focusing blame on each other...

"There is certainly plenty of blame to go around—and that's the real point. It's time the various officials involved began turning such complaints into questions, and holding each other accountable for the answers.

"From poor coordination of such minor matters sprout enormous inefficiencies and costs. We hope the new spirit of communication prevails."—*Editorial, The New York Times.*

INVESTING IN PRISONS: "There aren't any panaceas for improving American prison systems. But changes supported by Chief Justice Warren Burger make enough sense in theory and have shown enough promise on an experimental basis to deserve wider use.

"Burger's theme was to turn prisons from warehouses into factories, where prisoners could learn skills and gain self-esteem that would be valuable when they were released and, at the same time, help support themselves and the prisons during their sentences.

"The way to do that, he said, would be through what are called 'free venture' prison industries, which produce products for commercial markets as well as for government agencies...

"Pilot 'free venture' projects have been set up in Minnesota and Kansas with financial help from the federal Law Enforcement Assistance Administration and with an exemption from the federal law that prohibits interstate sales of inmate-produced goods. Several other states are considering similar projects, while a dozen more have used the 'free venture' approach within the traditional limits of sales to state agencies...

"The 'free venture' movement and the Chief Justice's strong endorsement should give encouragement to Tennessee legislators and administration officials who want to upgrade the agri-industries program in this state's prisons. The biggest obstacle they have to overcome seems to be insufficient funds to make the necessary capital investments. That funding should be given a higher priority by the legislature. It could be an investment also in a less financially troubled prison system in the future."—*Editorial, The Memphis, Tenn., Commercial Appeal.* ■

Publications

Programs for Young Women in Trouble, Programs for the Serious and Violent Juvenile Offender, Improving the Quality Of Youth Work: A Strategy For Delinquency Prevention, and **Delinquency Prevention: Selective Organizational Change in the School**, all published by the Office of Juvenile Justice and Delinquency Prevention and available free from the National Criminal Justice Reference Service, Box 6000, Rockville, Md. 20850.

Police Agency Handling of Officer Misconduct, published by the Police Executive Research Forum. For a free copy, contact the Police Executive Research Forum, Attn: Ms. Nancy Loving, 1909 K St., N.W., Suite 400, Washington, D.C. 20006, 202/466-7820.

Using Volunteers in Jail: A Monograph for Sheriffs and Jail Administrators, prepared by Offender Aid and Restoration for the National Institute of Corrections. To order, contact: NIC Jail Center, P.O. Box 9130, Boulder, Colo. 80301.

School Vandalism: What Can We Do—A Community Involvement Approach to Reducing School Vandalism, published by the Washington Council on Crime and Delinquency. To order, contact: Washington Council on Crime and Delinquency, School Vandalism Reduction Project, 107 Cherry St. #1008, Seattle, Wash. 98104, 206/624-3421.

Government Executive's Guide to Arson Prevention and Control, published by the Battelle Law and Justice Study Center. Cost is $14.00 and the order number is PB81-207938. To order, write: National Technical Information Service, U.S. Department of Commerce, Springfield, Va. 22161.

Standards for Adult Correctional Services, published by the American Correctional Association in five volumes: **Adult Correctional Institutions** ($10.00); **Adult Local Detention Facilities** ($10.00); **Adult Community Residential Services** ($7.50); **Adult Parole Authorities** ($7.50); and, **Adult Probation and Parole Field Services** ($7.50). To order, write: American Correctional Association, 4321 Hartwick Rd., Suite L208, College Park, Md. 20740.

Justice in New York, a citizens guide to the New York State court system published by the Fund for Modern Courts. For a free copy, write: Fund for Modern Courts, 36 West 44th St., New York, N.Y. 10036.

Index to Minorities and Criminal Justice: An Index to Periodicals and Books Relating to Minorities and Criminal Justice in the United States, published by the Center on Minorities and Criminal Justice of the State University of New York at Albany. Cost is $85.00. To order, write: Richard Dehais, Associate Editor, Index to Minorities and Criminal Justice, School of Criminal Justice, Draper Hall, 135 Western Ave., Albany, N.Y. 12222.

Victim/Witness Legislation: Considerations for Policymakers, by Gerald M. Caplan and Lisa Rodriguez of George Washington University Law Center, and published by the American Bar Association under an LEAA grant. For a free copy, write: American Bar Association, Criminal Justice Section, 1800 M St., N.W., Washington, D.C. 20036.

Profile of the Federal Effort in Juvenile Justice, by Diane Matsuda and Jonathan Foley of the Youth Policy Institute of the Robert F. Kennedy Memorial. Cost is $5.00, payable to the Robert F. Kennedy Memorial. To order, write: Youth Policy Institute, 917 G Place, N.W., Washington, D.C. 20001.

Plain Talk About Home Burglar Alarm Systems, published by the National Crime Prevention Institute. Cost is $1.00. To order, send a self-addressed, business-size envelope and payment to: NCPI, Shelby Campus, University of Louisville, Louisville, Ky. 40292.

Spouse Abuse: A Curriculum Guide for Police Trainers, written by Nancy Loving and published by the Police Executive Research Forum under a grant from the National Clearinghouse on Domestic Violence. Cost is $8.00. To order, write: Police Executive Research Forum, 1909 K St., N.W., Washington, D.C. 20006.

New Directions in the Rehabilitation of Criminal Offenders, Susan E. Martin, Lee B. Sechrest, and Robin Redner, editors, published by the Panel on Research on Rehabilitative Techniques, Committee on Research on Law Enforcement and the Administration of Justice, Assembly of Behavioral and Social Sciences, National Research Council of the National Academy of Sciences under an NIJ grant. Cost is $23.00. To order, write: National Academy Press, 2101 Constitution Ave., N.W., Washington, D.C. 20418.

Correctional Law Digest, 1980, Frank S. Merritt, editor, published by the University of Toledo College of Law. Cost is $12.50. To order, write: Prison Decisions, University of Toledo, College of Law, Toledo, Ohio 43606.

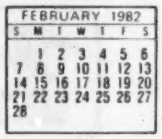
Victim Justice for Disabled Persons, by Myra Per-Lee, published by the National Academy of Gallaudet College. Cost is $3.00. To order, write: The Victim/Witness Project for the Handicapped, National Academy of Gallaudet College, Kendall Green, Washington, D.C. 20002.

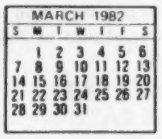
Youth Helping Youth, published by the Communications and Public Services Division of the Boys Town Center, is a guide to conducting workshops on youth abuse. Cost is $2.50. To order, write: Youth Helping Youth, Communications Division, The Boys Town Center, Boys Town, Neb. 68010.

Guide to Literature on Organized Crime, published by the National Council on Crime and Delinquency. Cost is $20.00. To order, write: Information Center, NCCD, 411 Hackensack Ave., Hackensack, N.J. 07601.

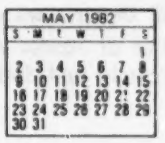
Prisoners' Assistance Directory, published by the American Civil Liberties Foundation. Cost is $15.00. To order, write: National Prison Project, 1346 Connecticut Ave., N.W., Washington, D.C. 20036.

Increasing Efficiency in the Criminal Justice System: The Use of New Technology for Criminal Identification and Latent Print Processing, by Joseph A. Ratkovic, published by The Rand Corporation. The cost is $7.00, and the order number is P-6546. To order, write: The Rand Corporation, 1700 Main Street, Santa Monica, California 90406. ■





Calendar



Mar. 21-25: New Emphasis in Juvenile Justice: The Child at Risk, Charleston, S.C., and **Apr. 25-29:** The Probation Officer in Juvenile Court and Case Management in Juvenile Justice, Valley Forge, Pa., both sponsored by the National College on Juvenile Justice. Contact: National College of Juvenile Justice, P. O. Box 8978, University of Nevada, Reno, Nev. 89507, 702/784-6012.

Mar. 22-26: Management Controls on the Police Use of Deadly Force, Columbus, Ohio; **Mar. 29-Apr. 1:** The Civil and Vicarious Liability of the Police, Salt Lake City, Utah; **Apr. 19-21:** Law Enforcement Data Processing Management Symposium, Williamsburg, Va.; **Apr. 19-23:** Police Productivity, Daytona Beach, Fla.; and, **Apr. 26-30:** Uses of Video in Law Enforcement, New Orleans, La., all sponsored by the International Association of Chiefs of Police. Contact: IACP, Professional Development Division, Eleven Firstfield Rd., Gaithersburg, Md. 20878, 800/638-4085.

Mar. 23-27: Ninth Annual Conference of the National Association of Blacks in Criminal Justice, Richmond, Va. Contact: Eddie Pearson, P.O. Box 26528, Richmond, Va. 23261, 804/796-4242.

Mar. 28-30: 27th Annual Southern Conference on Corrections, Tallahassee, Fla., sponsored by the Florida State University. Contact: Joan Rissinger, Center for Professional Development and Public Service, Florida State University, Tallahassee, Fla. 32306, 904/644-3801.

Mar. 28-Apr. 2: Management for Justice System Supervisors, San Diego, Calif.; **Apr. 4-7:** Managing Limited Jurisdiction Courts, Denver, Colo.; and, **Apr. 18-23:** Records Management, Philadelphia, Pa., all sponsored by the Institute for Court Management. Contact: Institute for Court Management, 1624 Market St., Suite 210, Denver, Colo. 80202, 303/534-3063.

Apr. 5-6: Hostage Recovery and Debriefing/Correctional Facilities, and **Apr. 19-30:** Police Executive Development Institute, both held in University Park, Pa., and sponsored by the Pennsylvania State University. Contact: Pamela Frakes, Program Assistant, The Pennsylvania State University, Keller Conference Center, University Park, Pa. 16802, 814/865-9173.

Apr. 5-6: Drug Abuse and the Work Place, and **Apr. 29-30:** Appraising Employee Performance, both held in New York City and sponsored by the John Jay College of Criminal Justice. Contact: Barbara Natow, Criminal Justice Center of John Jay College, 444 W. 56th St., New York, N.Y. 10019, 212/247-1600.

Apr. 5-9: Administration of Field Training Officer Programs, and **Apr. 19-23:** Police Executive Development Seminar, both held in Evanston, Ill., and sponsored by the Traffic Institute. Contact: Registrar, The Traffic Institute, Northwestern University, 555 Clark St., P.O. Box 1409, Evanston, Ill. 60204.

Apr. 5-30: Basic Crime Prevention Theory and Practice, Louisville, Ky., sponsored by the National Crime Prevention Institute. Contact: Admissions, National Crime Prevention Institute, School of Justice Administration, Shelby Campus, University of Louisville, Ky. 40292, 502/588-6987.

Apr. 9-11: Psychodrama, Aspen, Colo., and **Apr. 22-25:** The Criminal Defense. Contact: NCCD, College of Law, University of Houston, Houston, Texas 77004, 713/749-2283.

Apr. 12-13: Delivering Comprehensive Services to Youth, and **Apr. 15-16:** The Future of Education: Trends and Policies, both held in Washington, D.C., and sponsored by the National Youth Work Alliance, 1346 Connecticut Ave., N.W., Washington, D.C. 20036, 202/785-0764.

Apr. 19-23: Basic Crime Prevention, Lubbock, Texas, sponsored by the Texas Crime Prevention Institute. Contact: Texas Crime Prevention Institute, Institute of Criminal Justice Studies, Southwest Texas State University, San Marcos, Texas 78666, 800/531-5007.

Apr. 19-23: Analysis of Law Enforcement Data, and **Apr. 26-May 7:** Instructor Training for Police, both held in Jacksonville, Fla., and sponsored by the Institute of Police Traffic Management. Contact: Institute of Police Traffic Management, University of North Florida, 4567 St. Johns Bluff Rd., South, Jacksonville, Fla. 32216, 904/646-2722.

Apr. 19-May 14: 33rd School of Police Supervision, Dallas, Texas, sponsored by the Southwestern Legal Foundation. Contact: The Southwestern Legal Foundation, P. O. Box 707, Richardson, Texas 75080, 214/690-2377.

Apr. 22-25: Investigative Hypnosis Seminar for Law Enforcement and Criminal Justice Professionals, Los Angeles, Calif., sponsored by the Law Enforcement Hypnosis Institute, Inc. Contact: Dr. Martin Reiser, Law Enforcement Hypnosis Institute, Inc., 303 Gretna Green Way, Los Angeles, Calif. 90049, 213/476-6024.

Apr. 25-28: Hostage Situations, Carmel, Calif., sponsored by Justice Management Enterprises, Inc. Contact: Justice Management Enterprises, Inc., P.O. Box 222037, Carmel, Calif. 93922, 408/625-3193.

July 11-30: Second Biennial American University School of Justice Institute on Juvenile Justice, London, England. Contact: Dean Richard A. Myren, Director, Institute on Juvenile Justice in England and America, School of Justice, American University, Washington, D.C. 20016, 202/686-2532.

Copyright material has been deleted, not available for Microfiche Edition.

U.S. Department of Justice
Office of Justice Assistance,
Research, and Statistics

Official Business
Penalty for Private Use $300

Postage and Fees Paid
U.S. Department of Justice
Jus 436
THIRD CLASS
BULK RATE

Washington, D.C. 20531

people people people people

James P. Damos, chief of police of University City, Missouri, has been elected president of the International Association of Chiefs of Police.

Colonel Damos has served as chief of the University City police since 1961. He is a graduate of the FBI National Academy and is currently studying for a master's degree in police science and administration at Sam Houston State University.

Colonel Damos is a past president of the St. Louis County Law Enforcement Officials Association and a member of the Missouri Police Chiefs Association and Missouri Peace Officers Association, where he was president from 1974 to 1975. He also has served on a number of commissions, including the Governors Task Force on Rape Prevention.

Robbie Callaway is the new executive director of the National Youth Work Alliance.

Mr. Callaway is vice-chairman of the Maryland State Juvenile Advisory Group and an appointed member of the Juvenile Court Committee of Montgomery County, Maryland.

Before joining the Alliance in 1979, he was director of Shelter Care for Boys and Girls Homes of Montgomery County.

Larry M. Fehr has been named executive director of the Washington Council on Crime and Delinquency.

Prior to his appointment, Mr. Fehr was planning coordinator for the Northwest Regional Council of Governments since 1978 and law and justice planner from 1976 to 1978. He also has served as a research analyst for the Institute of Government Research at the University of Washington and taught at the University of Washington and Central Washington University.

Mr. Fehr is a past president of the Washington Law and Justice Planning Association. He is a founding member of the Washington Public Interest Research Group and the Northwest Youth Service and a graduate of the University of Washington in Seattle.

Jerrold L. Becker is the new president of the Board of Directors of the National Legal Aid and Defender Association.

In 1979, Mr. Becker helped found the private law firm of Lockridge & Becker. From 1972 to 1979, he was an associate professor of law and head of the legal clinic at the University of Tennessee College of Law. He also served as an attorney with the Legal Aid Society of Louisville, Kentucky.

Marshal J. Richter has been appointed administrator of the New York State Division of Criminal Justice Services.

Mr. Richter has served with the Division of Criminal Justice Services since 1976, where he managed the violent felony and juvenile justice programs and the Office of Planning and Program Assistance.

3/2

NEWARK PUBLIC LIBRARY

MAR 25 1982

U. S. GOVT. PUBS.
DEPOSITORY 376

March 1982
Vol. 3, No. 2

U.S. Department of Justice

OJARS LEAA OJJDP BJS·NIJ Justice Assistance News

Reagan Creates Task Force To Aid Florida

President Reagan has established a special task force, headed by Vice President George Bush, to coordinate federal efforts to aid crime-plagued South Florida.

"Massive immigration, rampant crime, and epidemic drug smuggling have created a serious problem," President Reagan said in announcing the task force.

"Therefore, it is my belief that the federal government has a special responsibility to fill in temporarily and do what it can to reduce and, hopefully, eliminate these problems."

The task force will be similar to the one established to aid the city of Atlanta in the wake of a series of child murders. It will coordinate the efforts of the federal government and make recommendations and decisions regarding those efforts.

The Secretaries of State, Defense, Treasury, Transportation, Attorney General William French Smith, and Presidential Counsellor Edwin Meese were appointed members of the task force. Admiral Daniel Murphy, the Vice President's Chief of Staff, is heading a working group.

"The current situation of South Florida is unique," President Reagan said.

"With hundreds and hundreds of miles of coastline, and as the southernmost point of our country located in the Caribbean, it has experienced difficulties that no other community could ever anticipate.

"We seek to assist the people of this region in their efforts to achieve an early restoration of their community and their lives to the normalcy they deserve." ■

More Women Police Assigned To Patrol Duty, Study Reports

Women have made major gains on the nation's police forces in the last 10 years, according to a federally-financed study by the Police Foundation.

For example, the study said, during the 1970's there was an eight-fold increase in the use of women on patrol, an area in which few women were allowed to serve.

Many police departments have eliminated traditional recruiting barriers such as height that once kept them from hiring women, the study found.

It attributes the removal of these barriers to the passage in 1972 of the Federal Equal Opportunity Act. The percentage of women police officers increased from 1.5 percent in 1972 to 3.38 percent by the end of the decade, the study reported.

However, women still have a long way to go to achieve equality with men, the study found.

Promotion Barriers

"The greatest challenge for women in policing is to overcome barriers to promotion and obtain a significant propor-

(continued on page 4)

J 1.59:

In This Issue

Reagan Creates Task Force To Aid Florida 1

More Police Women On Patrol Duty 1

FBI To Investigate Drug Offenses 3

Crime Prevention Coalition Awards Presented 4

Most Prisoners Are Poor, Young, Male Recidivists 5

NIJ Sponsors Cutback Management Seminars 6

Justice Assistance News

Published 10 times a year by the Public Information Office, Office of Justice Assistance, Research, and Statistics, in conjunction with the Bureau of Justice Statistics, Law Enforcement Assistance Administration, National Institute of Justice, and Office of Juvenile Justice and Delinquency Prevention.

Joseph Krovisky, Director
Public Information Office

Anne R. Voigt, Editor

U.S. Department of Justice
Washington, D.C. 20531

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of Management and Budget through September 30, 1984. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING

Health Care In Prisons: A Moral And Legal Obligation

The following is excerpted from an address by Norman A. Carlson, director of the Federal Prison System, at the American Medical Association's Fifth National Conference on Medical Care and Health Services in Correctional Institutions.

Without question, the 1970's were a time of turmoil for all of corrections—including health care. Many inmate suits were decided by the courts and medical care standards were established through the efforts of a number of associations. The 1980's will be a time of implementation of these standards and of new and innovative methods to improve correctional medicine.

While health care was neglected in the past, the prevalent attitude today is that offenders are entitled to basic health care essentially equivalent to that available in the community. In 1976, the Supreme Court clearly indicated that deliberate indifference on the part of the staff of an institution to medical needs of inmates is a violation of the Eighth Amendment. This ruling, and a number of subsequent court decisions, have established the right of inmates to proper medical care.

At the same time, health standards were being developed by the Association of State Correctional Administrators and the American Public Health Association. The results of the APHA deliberations were published in 1976. This was the first comprehensive set of correctional medical standards to appear in print.

At this point, the American Medical Association took the lead with development of health standards first for jails, and then for correctional institutions. AMA's standards and those developed by the American Correctional Health Services Association formed the basis for the standards developed by the American Correctional Association and the Commission on Accreditation for Corrections, and for the federal standards.

Our goal today is to make health care in institutions comparable to that which is available in the community.

To accomplish this, we clearly have to go beyond the confines of institutions and reach out into the community for assistance. This is particularly true of the many smaller institutions. With the rapidly expanding technology in the field of medicine today, the use of outside resources is an absolute necessity.

Correctional systems throughout the nation are beginning to demonstrate resourcefulness in meeting the demands of the 80's. A number of auxiliary services are being brought into institutions. There is more emphasis on health education and the use of dieticians and other specialized professionals to prevent illness.

We also are seeing a proliferation of private organizations offering under contract a package of health services to institutions. They provide everything from specific services to a package so complete that the institution is relieved of the burden for everything ranging from recruiting doctors and psychiatrists to buying aspirin.

There are other ways, of course, for institutions to meet the growing demand for improved health care. In one state, for example, a correctional hospital is being constructed on the grounds of the university medical school in order to take advantage of the resources of the school.

In the federal system, we are relying more and more on outside resources to meet the needs of offenders. Our general practice is to have a physician in each institution with

(continued on next page)

appropriate supporting staff, enough to provide a small infirmary. Persons requiring extended medical care can be sent to one of our accredited hospitals, such as the U.S. Medical Center for Federal Prisoners at Springfield, Mo., or the Federal Correctional Institution at Lexington, Ky. Federal institutions also rely on community hospitals, and several institutions have a close working relationship with universities in the area.

I might add that 12 federal institutions have been accredited by the Commission on Accreditation for Corrections, which means that we meet all the Commission's essential standards, including health standards. Our plans are to have all institutions accredited within the next three years.

Another hopeful sign in the future of correctional medicine is the growing availability of physicians.

It has been extremely difficult to recruit doctors for work in correctional institutions. The institutional atmosphere is not ideal for the practice of medicine. The security needs of an institution are bound to be sometimes annoying to a dedicated physician who is preoccupied with preventing and curing illnesses.

We would like to recruit additional physicians and believe in the climate of the 1980's they will find a correctional institution a stimulating and challenging place to work. Whatever the security needs of the institution, I can assure you that in federal institutions the physician's professional judgment will prevail when it comes to medical decisions.

We also offer the challenge of taking the lead in improving health care in a setting where it has been traditionally neglected and where rapid change is beginning to occur.

Today it is our moral and legal obligation to provide offenders with the same level of basic health care available to those who live in society. As the medical care for Americans continues to improve on a national level, it must also keep pace inside our institutions. ■

AROUND the NATION

KANSAS CITY—The Kansas City Police Department has indicted 49 organized crime figures along with 120 other persons suspected of homicide, fencing, robbery, burglary, fraud, arson, auto theft, narcotics, and gambling in a federally-financed Undercover Joint Strike Force. The project intercepted seven homicide attempts and broke up 13 organized theft rings involved in auto theft, arson for profit, cargo theft, and fraud. It recovered stolen property valued at more than $4 million. Some 89 percent of those arrested by the strike force have been convicted.

FAIRFAX, VA.—Fairfax County police have arrested 74 people, are seeking 20 more, and have recovered about $500,000 worth of stolen property with $60,000 in "buy" money in "Project Kaleidoscope," a federally-financed Sting operation. "This project has netted more criminal suspects than any other single enforcement program in Fairfax County," said Col. Carroll D. Buracker, Fairfax County chief of police. In addition to solving criminal cases in the area, the Sting operation helped police solve cases in Maryland, West Virginia, and North Carolina. More than half of the suspects arrested in the operation had prior criminal convictions.

WASHINGTON, D.C.—The Commission on Accreditation for Law Enforcement Agencies has adopted a standard requiring accredited law enforcement agencies to have a written policy stipulating officers' use of deadly force only in defense of a life. The standard will be field-tested prior to promulgation, along with other standards developed by the commission. The commission was created in 1979 through the efforts of four professional law enforcement associations--the International Association of Chiefs of Police, National Organization of Black Law Enforcement Executives, National Sheriffs' Association, and Police Executive Research Forum—to develop an accreditation program for law enforcement agencies. Further information is available from the Commission on Accreditation for Law Enforcement Agencies, Suite 460, 1730 Pennsylvania Ave., N.W., Washington, D.C. 20006, 202/783-5247. ■

We support the National Citizens' Crime Prevention Campaign.

FBI To Investigate Drug Trafficking, Smith Announces

Attorney General William French Smith has announced that the FBI has been assigned jurisdiction to investigate drug offenses.

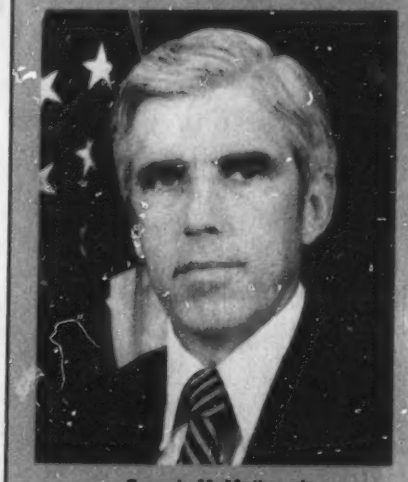
"For the first time since its establishment over 50 years ago, the full resources of the FBI will be added to our fight against the most serious crime problem facing our nation—drug trafficking," Mr. Smith said.

The FBI will coordinate its drug-related efforts with the Drug Enforcement Administration, the United States Attorneys and other agencies in the Department of Justice, and other departments, the Attorney General said.

FBI Director William H. Webster will have general supervision of drug enforcement efforts and the DEA will report to the Department of Justice through the FBI under the new plan.

Mr. Smith also announced that he had recommended to the President the appointment of Francis M. Mullen, Jr., as the administrator of DEA. Mr. Mullen has been serving as the acting administrator of DEA since July, 1981.

The reorganization was suggested in a report by a committee Mr. Smith appointed last summer to study ways in which to better coordinate the efforts of the DEA and the FBI. ■



Francis M. Mullen, Jr.

6 Receive Crime Prevention Awards

The Crime Prevention Coalition presented its first National Award to Detroit Police Chief William L. Hart at its quarterly meeting in Washington, D.C. last month.

Attorney General William French Smith made the presentation, praising Chief Hart for his commitment to crime prevention and his work on the Attorney General's Task Force on Violent Crime.

Chief Hart was cited by the coalition for his outstanding leadership in furthering the goals of crime prevention nationally and for developing exemplary crime prevention programs in Detroit, including neighborhood and business watch, citizen radio patrol, police mini stations, youth programs, and crime prevention for the elderly.

To date, more than 40 cities and four foreign countries have sent representatives to study Detroit's crime prevention programs.

Awards of Merit

Awards of Merit also were presented to several other persons and organizations in recognition of their crime prevention efforts. The awards were presented to: Lt. Col. Milton Brown, U.S. Army, Fort Polk, Louisiana; Southland Corporation (7-11 stores), Dallas, Texas; Dr. G. Howard Phillips, National Rural Crime Prevention Center, Columbus, Ohio; Judi Roger, National Coalition Against Shoplifting, Atlanta, Georgia; and, John Moore, Spokane Police Department, Spokane, Washington.

Ads Previewed

The Crime Prevention Coalition is a group of 50 national organizations and federal agencies and 17 state affiliates that guides the activities of the National Citizens' Crime Prevention Campaign and promotes the expansion of crime prevention programs throughout the country.

It sponsors—in conjunction with the Advertising Council—a major national public service advertising campaign featuring "McGruff the Crime Dog" with his message to "Take A Bite Out of Crime."

The latest in a series of crime prevention public service announcements were previewed at the coalition meeting February 10. The ads feature the crime prevention activities of Detroit's neighborhood watch program. ■

Attorney General Smith presents the award to Chief Hart as Mrs. Hart looks on.

More Women On Police Patrols

(continued from page 1)

tion of supervisory and policymaking positions in police departments," it said.

The study found that women still constitute an exceedingly small percentage of the sworn officers above the rank of police officer—only 1.69 percent of all municipal officers above the rank of police officer and only .29 percent of all state police above the rank of patrol officer.

Several circumstances adversely affect the promotion of women officers, including "the tendency toward assigning women to nine-to-five desk jobs after a few years in the department and psychologically discouraging them from applying for promotions to supervisory positions requiring that they supervise men," the study said.

Budget Restrictions Hurt

Other major findings:

—The South and the West have significantly larger proportions of female police officers in both state and municipal departments than do either the North Central region or the Northeast. This finding is explained partly by the rapid expansion in the size of police departments in the West and South since 1972 and by the reduction in the size of police departments in the Northeast and North Central region due to budget restrictions, the study said.

—Municipal police departments located in the South have a larger proportion of female officers in ranks above that of police officer than municipal police departments in any other region.

—With the passage of the 1972 legislation, "municipal police departments complied more rapidly with equal assignment of men and women than did state police departments."

The study is based on a survey of 285 municipal police departments and 35 state police agencies serving communities of 50,000 population or more. It also examined the use of women by police departments in Washington, D.C., Miami, Denver, Houston, and Detroit.

"A Progress Report on Women in Policing" is available at $10.00 per copy from the Communications Department, Police Foundation, 1909 K St., N.W., Suite 400, Washington, D.C. 20006. ■

Most Inmates Are Poor, Young, Male Recidivists

State prison inmates are predominantly poor, young adult, male recidivists with less than a high school education, according to a Bureau of Justice Statistics survey.

The typical prisoner is serving an 8.5 year sentence, most often for a violent crime or a burglary, and is likely to have been incarcerated before, often first as a juvenile, and to have a history of drug and alcohol abuse, the Bureau's new bulletin, "Prisons and Prisoners," reports.

The bureau said the report is based on a census of each of the 791 correctional facilities operated by the 50 states and the District of Columbia and on interviews with more than 12,000 state prison inmates. Both the census and the inmate survey were conducted during the latter part of 1979.

Blacks Overrepresented

Blacks, who make up 12 percent of the U.S. population, accounted for 48 percent of the prison population, the bulletin said. Whites accounted for 50 percent, and 2 percent of the prisoners were from other racial groups.

About 63 percent of these state prison inmates were from 18 to 29 years old. Less than 1 percent were under 18 years, and only 4 percent were over 50. In 1979, as in 1974 (when the most recent prior survey was done), the median age was 27 years old.

Almost 60 percent of the prisoners had not completed high school. They averaged 11.2 years of schooling, the bulletin said.

The bulletin noted, too, that among the 30 percent of the inmates who had had no jobs before their arrests, half were not looking for work. Among the inmates admitted to prison after November 1977, 20 percent had had no income in the 12 months before their arrests, and another 20 percent had earned less than $3,000.

The population of state prisons has increased by 18 percent since the survey was taken. It amounted to 323,385 men and women as of mid-1981.

Security Varied

The proportion of inmates held in maximum security facilities, which the bulletin described as having "extremely high operating costs," was 42 percent for the nation and ranged from 94 percent in Texas to less than 10 percent in New Hampshire, North Carolina, and Wyoming. In 14 states, more than 50 percent of all prisoners were confined in maximum security institutions.

The bulletin said that no state avoided housing at least some of its inmates in less than 60 square feet per person. It added that "the 39 states with community-based facilities generally did not have as severe a problem with overcrowding in these facilities as they did among their secure institutions." Texas has no community-based facilities, according to the bulletin. It is the only state with a population of 4 million or more inhabitants that does not.

The 1979 survey found that 57 percent of the prisoners had been convicted of violent crimes compared to 52 percent five years earlier. Among the violent offenders, 30 percent had committed murder, attempted murder, or manslaughter, and 45 percent had been involved in robberies. Seven percent were in a state prison in 1979 because of a drug offense compared to 10 percent in 1974. The bulletin attributed this decrease to increased prosecutorial attention to violent crime cases.

Copies of the bulletin are available from the Bureau of Justice Statistics, Washington, D.C. 20531. ■

Selected characteristics of State inmates, November 1979

Characteristic	Number	%
Total	274,564	100.0
Age at survey		
Under 30	173,093	63.0
30 and over	101,471	37.0
Median	27.3	NA
Sex		
Male	263,484	96.0
Female	11,080	4.0
Race		
White	136,296	49.6
Black	131,329	47.8
Other	6,939	2.5
Ethnicity		
Hispanic	25,816	9.4
Non-Hispanic	248,748	90.6
Prior incarceration record		
With prior incarceration	175,473	63.9
Juvenile only	21,666	7.9
Adult only	79,652	29.0
Both	62,476	22.8
Not available	11,680	4.3
Without prior incarceration	97,866	35.6
Not available	1,225	0.4
Current offense		
Violent	157,742	57.5
Murder & attempted murder	37,352	13.6
Manslaughter	10,941	4.0
Sexual assault	17,053	6.2
Roobery	68,324	24.9
Assault	17,554	6.4
Other	6,517	2.4
Property	85,562	31.1
Burglary	49,687	18.1
Larceny	13,018	4.7
Auto theft	5,138	1.9
Forgery, fraud, embezzlement	11,894	4.3
Other	5,825	2.1
Drug	19,420	7.1
Public order	10,982	4.0
Unspecified	859	0.3
Maximum sentence length		
Less than 5 years	56,517	20.6
5 to 9 years	63,775	23.2
10 to 14 years	39,062	14.2
15 to 19 years	24,211	8.8
20 to 97 years	46,015	16.8
98 years or more	2,143	0.8
Median	103.6	NA
Life	27,740	10.1
Death	1,270	0.5
Not available	13,832	5.0
Time served on current offense		
Less than 1 year	95,634	34.8
1 to 1.9 years	63,595	23.2
2 to 2.9 years	40,133	14.6
3 to 3.9 years	24,273	8.8
4 to 4.9 years	16,338	6.0
5 to 9.9 years	27,344	10.0
10 years or more	6,057	2.2
Median (in months)	18.0	NA
Not available	1,191	0.4
Education		
Less than 12 years	159,340	58.0
12 years or more	115,224	42.0
Median	11.2	NA
Prearrest employment status		
Employed	192,800	70.2
Full-time	165,577	60.3
Part-time	27,223	9.9
Not employed	81,005	29.5
Looking for work	38,230	13.9
Not looking for work	42,433	15.5
Not available	342	0.1
Not available	759	0.3
Prearrest annual income		
Total [1]	25,940	100.0
With income	20,172	77.8
Less than $3,000	4,982	19.2
$3,000-$9,999	7,834	30.2
$10,000 or more	6,457	24.9
Don't know	899	3.5
Median	$6,660	NA
Without income	5,768	22.2

NOTE: Detail may not add to totals shown because of rounding.
NA Not applicable.

[1]Includes only persons admitted after November, 1977.

NIJ Sponsors 'Cutback Management In Criminal Jus

The National Institute of Justice is sponsoring a series of national seminars to help state and local law enforcement and criminal justice practitioners maintain the quality of their services in the face of budget cuts, manpower reductions, and other decreases in resources.

"Cutback Management in Criminal Justice" is the title of the three-day seminars.

James L. Underwood, acting director of NIJ, said, "There are shrinking federal, state, and local resources in the criminal justice field while the need for these services is growing. We are faced with the problem of doing more with less while trying not to sacrifice quality. These seminars are aimed at helping the law enforcement official do that."

Paul Cascarano, assistant director, NIJ, said the seminars will show criminal justice fiscal planners how to effectively use their resources and determine their primary services.

NIJ will pay for all training and work material expenses and local governments will pay for other expenses, including arrangements and costs of meeting place, transportation, lodging, and meals.

Some 340 to 400 criminal justice officials will receive training under the programs—about 50 to 60 per city.

H. Jerome Miron, of University Research Corporation, heads a four-man training staff for the seminars.

He emphasized that funding cutbacks are not merely short-term, cyclical problems that local governments can address piece-meal.

Long-Term Problems

"Fiscal stress presents long-term problems for governments and their criminal justice agencies that require large-scale strategic choices, new skills, and new behavior on the part of government executives," Mr. Miron said. He said the workshops were designed with this concept in mind.

Issues addressed in the workshop include:

—What is the nature of fiscal stress; what are its characteristics; can it be managed and controlled by local governments; and what should criminal justice policymakers and executives know about this problem in order to plan for adjustments in the design and delivery of services?

—How does resource scarcity alter previous understanding and practices about public management and criminal justice management?

—What essential steps can be taken by criminal justice executives in order to manage their organizations toward lower levels of resource consumption and organizational activities?

—Who decides—and how—to determine primary core services of specific criminal justice agencies?

—When and under what conditions can imposed cuts be accepted or resisted by agency executives?

Plan of Fiscal Action

Mr. Miron said the ultimate goal of the seminars is two-fold: develop both an

tice' Seminars

agency-wide and jurisdiction-wide plan of fiscal action.

Besides Mr. Miron, the training team includes Mark D. Corrigan, director of the National Institute of Sentencing Alternatives, Brandeis University; Charles H. Levine, the Edwin O. Stene Distinguished Professor of Public Administration, University of Kansas; and Edward J. Pesce, attorney and consultant.

Comments from participants in the first conference were positive.

Suzanne James, court planner for the District of Columbia Courts said, "It put the philosophy for cutback management in a rational framework for the first time in my experience."

Gordon Rhea, executive assistant, Misdemeanor Trial Section, U.S. Attorney's Office said, "What I thought particularly valuable was that it brought together under one roof people who work in different parts of the criminal justice system and gave us a chance to talk of common problems."

John D. Fauntleroy, associate judge, D.C. Superior Court said, "The seminar helped give me more of a sense of direction in setting priorities. If you have limited funds you may step on some toes in making fiscal decisions, but the seminars show you how to best cope with this."

Additional information is available from: Fred Wm. Becker, Program Manager, Cutback Management in Criminal Justice, National Institute of Justice, 633 Indiana Avenue, N.W., Washington, D.C. 20531. ■

Moving?

Don't forget to write!

You can help us speed your change of address by clipping the label from your *News* and sending it with your address to:

Justice Assistance News
633 Indiana Ave., N.W.
Washington, D.C. 20531

Copyright material has been deleted, not available for Microfiche Edition.

Model Code Available

Guide To Help Combat Theft By Shoplifting

The National Coalition to Prevent Shoplifting has available a model shoplifting code to help states strengthen and standardize their shoplifting laws.

The code is the result of two years of work by the Coalition and is expected to help state and local law enforcement agencies, the judiciary, and retailers decrease the annual $24 billion in losses attributed to shoplifting.

The guide includes a summary of laws against shoplifting in all 50 states and the District of Columbia and a model "Theft by Shoplifting Code" recommended for adoption by the states. It also contains extensive comments on points of law and legal precedent for the recommendations.

Sheldon I. London, the Washington, D.C. attorney whose firm conducted the legal study for the Coalition, said the model code spells out specific acts that constitute the crime of "theft by shoplifting" and also provides police officers and retailers with procedural blueprints, which, if followed, can offer protection from suits for false arrest, defamation, and other counter actions that often result from shoplifting arrests or accusations.

The National Coalition to Prevent Shoplifting was created in 1979 with financial support from the Office of Juvenile Justice and Delinquency Prevention to divert young people from shoplifting through education, seek ways to improve methods of preventing shoplifting, and institute more enlightened procedures for handling shoplifting offenders.

Copies of the model code are available at a cost of $10.00 each from the National Coalition to Prevent Shoplifting, Suite 5-A-5, Atlanta Merchandise Mart, Atlanta, Ga. 30303, telephone 404/577-3437. ■

Publications

Arson Control Directory, includes information on how to establish a local arson control task force, a description of national organizations and federal agencies involved in arson control, and a state-by-state directory of arson control organizations, published by the Insurance Committee for Arson Control. The cost is $25.00. To order, write: Insurance Committee for Arson Control, 20 North Wacker Drive, Suite 2140, Chicago, Ill. 60606.

Police Collective Bargaining Agreements: A National Management Survey, 1981 edition, reviews 140 law enforcement contracts in agencies serving populations of more than 100,000, published by the Police Executive Research Forum with the National League of Cities. The cost is $25.00. To order, write: Police Executive Research Forum, 1909 K St., N.W., Washington, D.C. 20006.

Guidelines for the Development of Policies and Procedures, published by the American Correctional Association Standards Project in four volumes: **Guidelines for Adult Correctional Institutions** ($20.00); **Guidelines for Adult Local Detention Facilities** ($20.00); **Guidelines for Adult Community Residential Services** ($15.00); and, **Guidelines for Adult Parole Authorities/Adult Probation and Parole Field Services** ($15.00). To order, write: American Correctional Association, 4321 Hartwick Rd., Suite L208, College Park, Md. 20740.

The **Law Enforcement Reference Manual,** 1982 edition, by Irving B. Zeichner, editor, published by the New Jersey Law Journal. The cost is $19.50. To order, write: New Jersey Law Journal, P.O. Box 7333, Trenton, N.J. 08628.

White-Collar Crime: A Survey of Law, a special issue of the American Criminal Law Review published by the American Bar Association's Criminal Justice Section and Georgetown University Law Center. The cost is $7.00. To order, write: Order Billing Department, American Bar Association, 1155 E. 60th St., Chicago, Ill. 60637.

Innovations in the Prosecution of Child Sexual Abuse Cases, published by the Child Sexual Abuse Project of the American Bar Association's National Legal Resource Center for Child Advocacy and Protection. The cost is $7.00. To order, write: Josephine A. Bulkley, National Legal Resource Center for Child Advocacy and Protection, ABA, 1800 M St., N.W., Washington, D.C. 20036.

Major Issues in Juvenile Information and Training: Grants in Aid of Local Delinquency Prevention and Control Services, an examination of federal and state programs designed to aid local agencies serving delinquent and predelinquent youth prepared by the Academy for Contemporary Problems for the U.S. Office of Juvenile Justice and Delinquency Prevention. Cost is $14.00 and the order number is 027-000-01149-7. To order, write: Superintendent of Documents, Government Printing Office, Washington, D.C. 20402.

Removal of Juveniles from Adult Jails and Lockups: A Review of State Approaches and Policy Implications, published by the Office of Juvenile Justice and Delinquency Prevention, **Describing and Analyzing Case Processing Time in Criminal Cases: Suggestions for Administrators**, published by the National Institute of Justice, and, **The Hispanic Victim: A National Crime Survey Report**, published by the Bureau of Justice Statistics, are all available free from the National Criminal Justice Reference Service, Box 6000, Rockville, Md. 20850. ■

Views In The News

'STINGING' THE CROOKS: "It is obvious that cooperation between police departments is paying off.

"The latest example was the Knoxville Police Department's successful 'sting' operation that ended with 100 persons being indicted on 327 charges ranging from dealing in stolen property to drug trafficking.

"The key to the successful operation, apparently, was the Swap-a-Cop program, which provides a network for police officers to work undercover in other cities...

"The 'sting' operation probably would not have been successful if an outsider had not been involved. Some crook would have recognized a local policeman operating the business and that would have ended the operation.

"We note that critics say 'sting' operations generate crime because they give thieves a ready outlet for stolen goods. We disagree.

"We say crooks will steal, regardless, and if they can be caught through a 'sting' operation, so be it."—*Editorial, The Knoxville, Tenn., Journal.*

MAINTAING A SENSE OF PROPORTION: "Draco, a Greek legislator, didn't worry about nuances of justice when he codified Athenian law in 620 B.C. He is said to have prescribed death for most crimes. Asked why, he replied that he felt lesser crimes deserved death, and he couldn't think of a stiffer penalty for the larger ones.

"His lack of proportion is brought to mind by a new controversy over rape laws in California. A few years back an uncomfortable alliance of feminists and law-and-order conservatives got the state's Legislature to approve unusually severe penalties for rape. But now that these have taken effect, students of criminal justice, including some women lawyers, are having second thoughts.

"The increased penalties, they argue, may actually increase danger for women. When the potential sentence is for 100 years, a jury will be less likely to convict a defendant. Punishing rape as severely as murder may even give the rapist an incentive to kill his victim...

"The public's urgent concern about crime makes Draconian sentences tempting to politicians. Too much concern for nuances, it is argued, weakens the law's deterrent effects; fine-tuned justice is an unaffordable luxury.

"Yet the nuances of criminal justice are part of what makes a society decent, and the process works to protect them in spite of the laws...

"The Athenian reformer Solon realized that Draco had gone too far with his excessive penalties, and about 575 B.C., he repealed most of them. He perhaps understood what is too easily forgotten today: proportion in the law is basic to civilization itself."—*Editorial, The New York Times.*

THE COURTS CAN'T BUILD PRISONS: "A federal appeals court averted the premature release of more than 300 inmates from Alabama jails. The release had been ordered by a federal district court judge who found conditions in the jails intolerable. The appeals court ordered that the prisoners remain in custody until the state has the opportunity to present its side of the case at a hearing.

"Unless the federal government and the states begin building and renovating this country's prisons, this kind of situation is going to come up again and again...

"When states fail to act and allow their prisons and jails to deteriorate into unconscionable squalor, the federal courts will feel bound to intervene...

"It will do no good simply to bemoan the intervention of federal courts into this matter or to declaim the horror of releasing dangerous offenders onto the streets. Where prison conditions are vile enough, the judges will find it impossible not to intervene."—*Editorial, The Chicago Tribune.*

PLAYING RUSSIAN ROULETTE WITH CRIME: "An American Bar Association task force has recommended the use of preventive detention as a way of keeping career criminals from committing additional crimes while they are out on bail awaiting trial for a previous offense.

"We second the motion...

"Civil liberties groups vigorously oppose the whole concept of preventive detention. They say it is an excessive infringement on the rights of criminal defendants, that it is impossible to predict who might commit a new crime while out on bail and that in any event preventive detention would have little impact on the incidence of crime.

"A study funded by the federal National Institute of Justice would seem to support the latter argument.

"It found that in a total of 3,500 cases in eight cities, only 7.8 percent of defendants were convicted of a crime and only 1.9 percent were convicted of a serious crime while out on bail...

"The prevention of serious crime—murder, rape, armed robbery—is the purpose of preventive detention, and while 1.9 percent is not an earthshaking statistic, it was 100 percent for the victims of these out-on-bail criminals.

"As for the possibility of abuse of preventive detention, which we consider slight, a commitment by the courts to speedy trials would minimize it...

"We simply do not believe that the law-abiding public should be forced to play Russian roulette with that minority of defendants, no matter how small, whose record of repeated crimes indicates they will only use bail as a license to commit new ones."—*Editorial, The Birmingham, Ala., Post-Herald.* ■

Toll-Free Anti-Crime Hotline Established

The Eisenhower Foundation for the Prevention of Violence has established a toll-free national self-help anti-crime hotline.

"It is our intention to reach people who want to do something about the security of their homes and streets but do not know how or whom to contact for details," said Dr. Milton S. Eisenhower, chairman of the foundation.

"Most law enforcement agencies are undermanned and are not always in a position to respond to anything but the emergency or immediate needs of their community. We will put citizens in touch with the neighborhood organizations which have been successful in finding practical ways to reduce crime."

The hotline will operate from 9:00 a.m. to 5:30 p.m. Eastern time. The toll-free number is 800/368-5664 (463-0708 for Washington, D.C. callers).

For further information, contact Maureen Booth, Eisenhower Foundation for the Prevention of Violence, 1666 K St., N.W., Washington, D.C. 20006, 202/223-0530. ■

OJARS Acting Director Robert F. Diegelman presents an OJARS' Public Service Award to Terri Akman (left) and Sally Claster Gelbard of Romper Room Enterprises, Inc., in recognition of Romper Room's contribution in teaching pre- and school-age children good public safety rules through promotion of the Play It Safe coloring book. Romper Room features the coloring book on its televised programs in 47 cities across the country.

RECENT GRANTS

BJS

• $125,319 to the **National Center for State Courts** to evaluate the current use of judicial statistics in state and local courts.

The cooperative agreement will, among other things, support the design of model court statistical reports, improve the center's capacity to analyze caseload data, and render technical assistance to at least six sites.

NIJ

• $175,824 to the **Public Defender's Office in Memphis, Tennessee;** $170,722 to the **Public Defender's Office in West Palm Beach, Florida;** and, $183,568 to the **Public Defender's Office in Trenton, New Jersey,** to test and document the effects of early and systematic defense counsel representation for indigent felony defendants.

The program will provide the defendants with counsel within 24 hours of arrest in an effort to improve the attorney-client relationship and facilitate a prompt evidentiary investigation, leading to more effective legal actions and remedies.

Each participating public defender office will represent a minimum of 600 defendants during the test. A sample of other defendants will serve as a control group. ■

Together.

You and your neighbors can help.

Write to: Crime Prevention Coalition, Box 6600, Rockville, Maryland 20850

Copyright material has been deleted, not available for Microfiche Edition.

FILMS

"DOING TIME," is a documentary about life in the New Mexico State Penitentiary produced by L. Paul Sutton, director of the criminal justice program at San Diego State University. The filming was done on location and was completed two months before the riot of February 1980. The color film is available for purchase or rent in 16 mm or ¾ inch videocassette. Both versions are 60 minutes duration. For further information, contact Mr. Sutton at the School of Public Administration and Urban Studies, San Diego State University, San Diego, California 91282-0367, telephone 714/265-6224. ■

Calendar

Apr. 25-28: 109th Annual Forum of the National Conference on Social Welfare, **Boston, Mass. Contact: NSWC, 1730 M S:** , N.W., Suite 911, Washington, D.C. 20036, 202/785-0817.

Apr. 25-29: The Probation Officer in Juvenile Court and Case Management in **Juvenile Justice, Valley Forge, Pa.; May 23-26:** Dispositional Alternatives for the Serious and Violent Juvenile Offender, **San Diego, Calif.; and May 30-June 11:** Summer College, Reno, Nev., all sponsored by the National College of Juvenile Justice. Contact: National College of Juvenile Justice, P.O. Box 8978, University of Nevada, Reno, Nev. 89507, 702/784-6012.

Apr. 26-30: Police-School Liaison Officers Training Course, Pittsburgh, Pa., sponsored by the International Juvenile Officers' Association. Contact: Captain Robert W. Zeilenga, Executive Director, International Juvenile Officers' Association, 16220 Wausau Ave., South Holland, Ill. 60473, 312/331-4562.

May 2-5: Annual Conference of the Missouri Police Chiefs Association, Inc., St. Joseph, Mo. Contact: MPCA Headquarters, P.O. Box 1812, Jefferson City, Mo. 65102, 314/635-6339.

May 2-14: Basic Crime Prevention, San Marcos, Texas, and **May 25-27:** Advanced Alarms, Houston, both sponsored by the Texas Crime Prevention Institute. Contact: Texas Crime Prevention Institute, Institute of Criminal Justice Studies, Southwest Texas State University, San Marcos, Texas 78666, 800/531-5007.

May 3-7: Domestic Crisis Intervention; **May 17-18:** Seminar on Stress, Crisis; and **May 24-28:** Anti-Sniper and Survival Training, all held in Tampa, Fla., and sponsored by the Hillsborough Community College Criminal Justice Institute. Contact: Hillsborough Community College, Ybor City Campus, P.O. Box 75313, Tampa, Fla. 33675, Attn.: Criminal Justice Institute, 813/247-6641.

May 3-14: Supervision of Police Personnel and **May 17-28:** Managing Small and Medium-Sized Police Departments, both held in Evanston, Ill., and sponsored by The Traffic Institute. Contact: Registrar, The Traffic Institute, Northwestern University, 555 Clark St., P.O. Box 1409, Evanston, Ill. 60204, 312/492-7245.

May 6-8: National Conference on Sexual Victimization of Children, Arlington, Va., sponsored by the Special Unit of the Children's Hospital Child Protection Center and the Office of Child Health Advocacy at Children's Hospital National Medical Center in Washington, D.C. Contact: Cheryl Rust, Children's Hospital National Medical Center, 111 Michigan Ave., N.W., Washington, D.C. 20010, 202/745-5682.

May 10-13: Police Discipline, Phoenix, Ariz., and **May 10-14:** Administration and Management of Small Police Departments, Atlanta, Ga., both sponsored by the International Association of Chiefs of Police. Contact: IACP, Professional Development Division, Eleven Firstfield Rd., Gaithersburg, Md. 20878, 800/638-4085.

May 10-14: Advanced Crime Prevention Training, Louisville, Ky., sponsored by the National Crime Prevention Institute. Contact: Admissions, NCPI, School of Justice Administration, Shelby Campus, University of Louisville, Louisville, Ky. 40292, 502/588-6987.

May 10-14: Managing the Security Function, State College, Pa., sponsored by the Pennsylvania State University. Contact: **Pamela Frakes, Program Assistant,** The Pennsylvania State University, Keller Conference Center, University Park, Pa. 16802, 814/865-9173.

May 10-14: Management Issues and Information and **June 6-9:** Managing Job Related Stress and the Assaultive Inmate, both held in Carmel, Calif., and sponsored by Justice Management Enterprises, Inc. Contact: Justice Management Enterprises, Inc., P.O. Box 222037, Carmel, Calif. 93922, 408/625-3193.

May 10-21: Traffic Accident Investigation and **May 19-20:** Fuel Efficient Driving Instructor Course, both held in Jacksonville, Fla., and sponsored by the Institute of Police Traffic Management. Contact: Institute of Police Traffic Management, University of North Florida, 4567 St. Johns Bluff Rd., South, Jacksonville, Fla. 32216, 904/646-2722.

May 12-14: Spring Meeting of the Midwestern Association of Forensic Scientists, St. Louis, Mo. Contact: Dr. Robert C. Briner, SEMO Regional Crime Laboratory, Southeast Missouri State University, Cape Girardeau, Missouri 63701, 314/651-2221.

May 14-16: White-Collar Crime, Las Vegas, Nev., sponsored by the National College for Criminal Defense. Contact: Registrar, National College for Criminal Defense, College of Law, University of Houston, Houston, Texas 77004, 713/749-2283.

May 16-18: Juvenile Court Intake and May 26-29: Strengthening the Executive Component of the Court: A Course for Presiding Judges and Court Administrators, **both held in Santa Fe, N.M., and** sponsored by the Institute for Court Management. Contact: Institute for Court Management, 1624 Market St., Suite 210, Denver, Colo. 80202, 303/534-3063.

May 16-19: Annual Conference of the Region III Correctional Education Association, Columbus, Ohio. Contact: John F. Littlefield, Director of Education, Chillicothe Correctional Institute, Box 5500, Chillicothe, Ohio 45601, 614/773-2616.

May 17-19: Basic Questioned Documents Examination for Law Enforcement Officers, Fairfax, Va., sponsored by the Northern Virginia Community College and held at the Northern Virginia Criminal Justice Academy. Contact: Mr. A.A. Fuchsman, ADJU Program Head, N.V.C.C., 8333 Little River Turnpike, Annandale, Va. 22003, 703/323-3250.

June 8-11: Seventh Annual National Conference of the Texas Crime Prevention Association, Abilene, Texas. Contact: Sgt. Harold Emerson, P.O. Box 174, Abilene, Texas 76904. ■

U.S. Department of Justice
Office of Justice Assistance,
Research, and Statistics

Official Business
Penalty for Private Use $300

Postage and Fees Paid
U.S. Department of Justice
Jus 436
THIRD CLASS
BULK RATE

Washington, D.C. 20531

people people people people

Betty W. Ellerin has been named administrator for the New York City courts. She succeeds **E. Leo Milonas,** who has been named to the Appellate Division of the State Supreme Court.

Judge Ellerin has been a justice of the Supreme Court in New York since January 1980. She was assigned to the civil term as the judge in charge of a special group created to eliminate the backlog of city court cases in New York County.

From August 1978 to December 1979, Judge Ellerin was an acting justice of the State Supreme Court, and from January 1977 to July 1978, she sat on the New York County Civil Court.

Judge Ellerin received her law degree from the New York University School of Law.

John D. Moore, a police specialist with the Spokane, Washington, Police Department, has been named Outstanding Crime Prevention Practitioner of 1981 by the International Society of Crime Prevention Practitioners.

Mr. Moore was cited for creating the Spokane Crime Update, a media community crime prevention education campaign. He also has developed an armed robbery education program in the Spokane Police Department and is currently incorporating crime prevention measures into a security code for the city of Spokane.

Brooks Russell has been elected president of the International Society of Crime Prevention Practitioners.

Mr. Russell is the director of the Washington Crime Watch, a division of the Office of the Washington State's Attorney General. He also is chief investigator for that office.

Phyllis Jo Baunach, a correctional research specialist with the National Institute of Justice, has received the American Association of University Women's Recognition Award for Young Scholars.

Ms. Baunach was cited for her "distinguished" work in the field of corrections, particularly her research on women inmates who are mothers and the effect of separation on them and their children. Her research has led to the drafting of legislation in various states to form programs for imprisoned mothers. ■

3/3

NEWARK PUBLIC LIBRARY

APR 22 1982

U. S. GOVT. PUBS.
DEPOSITORY 376

April 1982
Vol. 3, No. 3

U.S. Department of Justice

OJARS
NIJ
OJJDP
BJS

Justice Assistance News

1983 JSIA Budget Request Totals $55.7 Million

The Department of Justice is requesting a $55.7 million budget and 195 positions for the Justice System Improvement Act agencies in fiscal year 1983.

The 1983 proposal eliminates funding for the Office of Juvenile Justice and Delinquency Prevention. The 1982 JSIA budget included 281 positions and an appropriation of $128.5 million, which included $70 million for OJJDP.

"The Department continues to believe that the statutory requirements underlying (the juvenile justice) program have been met substantially and that individual projects of proven merit should be funded through state and local resources or other means," Assistant Attorney General Kevin D. Rooney said in a statement. "However, maintenance of the current levels of funding in 1983 for the National Institute of Justice and the Bureau of Justice Statistics underscores our firm commitment to continue to support state and local criminal justice systems in research, evaluation, and statistics collection and analysis."

A total of $37.1 million was requested for NIJ and BJS. Some $7.7 million are earmarked for the administrative expenses of OJARS and OJJDP. The Public Safety Officers' Benefits Program would receive $10.8 million.

Other budget proposals include:

- A decrease of $2.5 million and 100 workyears for the Drug Enforcement Administration. The reduction will be allocated proportionally among DEA's programs and should be partially offset by the recently announced consolidation of FBI and DEA activities, the statement noted.
- An increase of $60 million to the FBI to enable it to maintain its effort in all priority investigative areas. In addition, the FBI will institute a reimbursable program to fund the processing of certain categories of applicant fingerprint cards, although charges will not be placed on services rendered to state and local law enforcement agencies, the Department said.
- A slight decrease in the National Institute of Correction's budget, from $11.2 million in 1982 to $11.1 million in 1983.
- The termination of the state and local drug grants program which supported regional organized crime and drug strike forces. This was funded at $5.7 million in 1982.
- An increase of $6.6 million for the Support of U.S. Prisoners appropriation. In addition to allowing for inflationary increases, the request includes funding for an increase in the number of jail days for the incarceration of unsentenced federal prisoners in state and local facilities.

Prison Population Still Rising

The number of people confined in state and federal institutions surpassed 350,000 during the third quarter of last year, the Bureau of Justice Statistics has announced.

On September 30, 1981, the inmate population stood at 357,043, which is 8,000 more prisoners than in the previous quarter and 30,000 more than at the beginning of 1981.

The bureau said the growth in prison population during the third quarter of last year was 2.1 percent, down slightly from that of the first two quarters of the year. Nevertheless, during the first nine months of 1981, the prison population increased at an annual rate in excess of 10 percent, substantially more than the increases that occurred in 1979 and 1980 and surpassing the record annual increase recorded in 1975. All of the third-quarter growth occurred among state institutions. The number of federal prisoners, 25,726, was virtually unchanged from the previous quarter.

Thirteen states reported prison population declines in the third quarter of 1981, but in six of these it was less than 1 percent. New Mexico experienced the largest population decrease (10 percent). Another 13 states posted growth rates twice as high as the average for the states as a whole. Mississippi led the increases with a third-quarter gain of 15 percent.■

J 1. 59:

In This Issue

$55.7 Million Requested for JSIA Agencies in 1983 1

Prison Population Still Rising ... 1

Bush Outlines Florida Task Force Decisions 3

California's Determinate Sentence Law Did Not Increase Prison Sentences 4

Crime Rose Faster Than Number of Police Officers 6

NIJ Research Briefs 7

Youth's Drug Abuse Becoming More Moderate 11

Juvenile Crime Increased Moderately When Compared With Adult Crime 12

Justice Assistance News

Published 10 times a year by the Public Information Office, Office of Justice Assistance, Research, and Statistics, in conjunction with the Bureau of Justice Statistics, Law Enforcement Assistance Administration, National Institute of Justice, and Office of Juvenile Justice and Delinquency Prevention.

Joseph Krovisky, Director
Public Information Office

Anne R. Voigt, Editor

U.S. Department of Justice
Washington, D.C. 20531

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of Management and Budget through September 30, 1984. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING

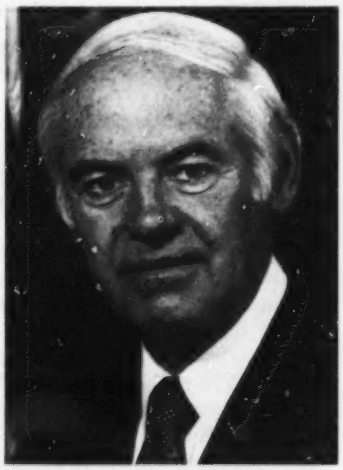
Abuse Of Habeas Corpus Statutes Must Be Stopped

The following is excerpted from remarks by Attorney General William French Smith to the Conference of Chief Justices and the Fifth Annual Williamsburg Seminar on the Administration of Justice in Williamsburg, Virginia.

In his State of the Union Address, the President placed renewed emphasis upon the role of federalism in our system of government. He noted: "This Administration has faith in state and local governments and the constitutional balance envisioned by the founding fathers."

One step the Department of Justice is taking to make federalism more of a reality is our effort to change the relationship between federal and state courts.

Some tend to forget that most of the judging done in this nation is done by state—not federal—courts. By 1980 at least five million cases were being filed annually in the state court systems and the local courts of the District of Columbia and Puerto Rico. On the other hand, less than 170,000 lawsuits were filed in federal courts. Although there are some 17,000 courthouses in the country, less than 2 percent are federal courthouses.



This does not mean, however, that the federal courts are unimportant—only that, by an overwhelming proportion, most of the legal rights vindicated in this country are vindicated in the state courts. Unfortunately, it also means that the federal courts sometimes interfere too extensively in the operation of the state court system.

One type of interference is quite familiar—the current availability of federal *habeas corpus* for those convicted in state courts. The Department of Justice is transmitting to the Congress proposals to amend the *habeas corpus* statutes to correct abuses which have developed and restore finality to criminal convictions without undermining the protection of federal constitutional rights. Our proposals recognize and foster the independent stature and dignity of the state courts.

The problem in this area has long been clear. Considering the availability of *habeas corpus* in 1970, Judge Henry Friendly was moved to paraphrase Winston Churchill. He noted that after state trial, conviction, sentence, appeal, affirmance and denial of certiorari by the United States Supreme Court, the criminal process was not at an end, or even the beginning of the end, but only the end of the beginning. There were nearly 7,800 *habeas* filings by state prisoners in federal courts in the year ending in June of 1981. And that number fails to take account of the number of appeals filed in the federal appellate courts from denials by the federal district courts. Of further concern, last year saw a disturbing 11 percent increase over the preceding year.

Not only is the number of filings large in itself, but it must be remembered that these are not new cases. They are cases which have already been through the state court system—and usually through state collateral proceedings as well. The question perhaps should not be how many such filings there are but why there should be any at all.

The costs of the current broad availability of *habeas corpus* have become clear. The continual availability of the possibility of relief has turned many prisoners into writ-writers who never confront the fact of their guilt and get on with the process of rehabilitation, but view the criminal process as an ongoing game in which they are still active contestants.

The same appearance is conveyed to the public, with a consequent and deserved loss of respect for the criminal process. Questions may be raised on federal *habeas corpus*

(continued on next page)

long after witnesses and participants have vanished from the scene, making not only response to the petition but retrial difficult. Gathering witnesses and relevant material is often expensive and time-consuming if required long after the event in question.

This broad availabilty of federal *habeas corpus* for those who have been convicted after a full and fair trial in state court, with appellate review, represents a serious strain on federalism.

Our first proposal involves redetermination of matters previously adjudicated in state proceedings. Under current law there is a somewhat odd contrast between redetermination of factual issues and redetermination of legal issues. No federal evidentiary hearing is required on a factual matter determined after a full and fair hearing in state court, and state court findings are treated as presumptively correct. No similar deference exists concerning legal issues. It is as if state judges were considered adequate fact-finders but incapable interpreters of law.

We propose legislative repeal of the rule requiring routine redetermination by federal courts of legal and mixed legal-factual determinations of the state courts. Where an issue—whether factual or non-factual—has been fully and fairly adjudicated in state proceedings, a federal court need not and ordinarily should not undertake an independent examination of the issue.

Our second proposal relates to claims that could have been raised in state proceedings, but were not raised at the time or in the manner required by state procedural rules. With the decison of *Wainwright v. Sykes* in 1977, the Supreme Court instituted a salutary reform in the standard governing the effect of such "procedural defaults," requiring proof of actual "prejudice" and "cause" justifying the default. The question of what constitutes "cause" under this standard has been the subject of considerable litigation. The question has been presented most frequently when an attorney's failure to raise a federal claim may reflect questionable judgment, but does not rise to the level of constitutional ineffectiveness. Under our proposals, lesser degrees of attorney error or misjudgment would not be recognized as adequate cause for failure to raise the federal claim in a state proceeding.

Our third proposal relates directly to the problem of finality. Under current law, *habeas corpus* petitions can be brought at any time, without limitation. The practical effect of this approach is that petitions are sometimes brought many years—or even decades—after the conclusion of state proceedings. The practical difficulties of reconstructing occurrences after so great a span of time has elapsed are apparent.

I believe that the present approach to delayed filings in *habeas corpus* petitions does not accord appropriate weight to the importance of finality in criminal adjudication. Accordingly, our legislative proposal will include a limitation period applicable to *habeas corpus* petitions by state prisoners.

All of the issues I have discussed reflect one basic point. This Administration and Department of Justice believe wholeheartedly in our Constitution and the federalist system it created. In our dealings with the states, we will exhibit a renewed federal sensitivity to the legitimate exercise of their responsiblities under the constitution.

No one level of government possesses all the wisdom needed to govern well.

It is time the federal government recognized its own fallibility. It is time the federal government recognized the contributions to governing America of which the states are capable. This Administration will do exactly that. ■

Florida Aid Outlined

"South Florida cannot be a haven for criminals, for drug traffickers, for hired assassins," said Vice President George Bush in announcing the first efforts of the federal task force to aid the region.

President Reagan created the task force in January to coordinate federal efforts to help reduce crime in the area, particularly drug trafficking.

The decisons made so far by the task force include:

—Nominating Stanley Marcus, a prosecutor with a "proven record of accomplishment in the area of organized crime," to be the new U.S. Attorney for Miami.

—Appointing Charles F. Rinkevich to serve as the on-scene coordinator for the task force. Mr. Rinkevich coordinated the Atlanta Task Force created to assist that city during its recent investigation of the mass murders of children. He is the director of the Department of Justice's Regional Audit Office in Atlanta and was administrator of LEAA's Atlanta and Philadelphia regional offices.

—Increasing the number of Customs, DEA, and FBI agents in the area.

—Establishing a Financial Law Enforcement Center at the Treasury Department to investigate the "laundering" of money by drug traffickers and organized crime figures, as well as bankers and business owners who profit from crime.

—Launching an aggressive Secret Service program to combat the illegal use of firearms.

—Expanding the activities of the Coast Guard in interdicting illegal drugs and aliens. ■

Vice President Bush

RECENT GRANTS

NIJ

• $119,962 to the **Institute for Experimental Psychiatry,** Merion Station, Pennsylvania, to study the reliability of hypnotically induced testimony.

The research will generate data to answer the following questions:

—Does hypnosis lead to a more accurate recall?

—Which hypnotic techniques, if any, lead to more accurate recall?

—What, if any, relationship exists between the ability to be hypnotized and the accuracy of hypnotic recall?

For further information about the grant, number 81-IJ-CX-0007, contact Dr. Martin Orne at the institute on 215/472-1055. ■

Determinate Sentence Law Did Not Increase Imprisonments

The percentage of convicted felons sent to prison in California has increased since implementation of the state's determinate sentencing law in July 1977, according to a National Institute of Justice study.

However, the institute said there is no persuasive evidence that the increase is the direct result of the new statute.

It is more likely that the increase is only a continuation of a more hard-line California sentencing policy begun in the mid-1970's that resulted in a rising prison population before the law became effective, the study said.

The study also found no conclusive evidence that the law has caused more defendants to plea bargain or that plea bargaining is taking place earlier.

The institute said these findings fail to directly support expectations by many criminal justice experts that determinate sentencing, as opposed to indeterminate sentencing, would swell prison populations, or that defendants, knowing exactly how much time they would serve, would plea bargain early.

Professor Jonathan Casper, of the Political Science Department of Stanford University, conducted the study with a $103,950 NIJ grant.

The determinate sentencing law went into effect on July 1, 1977, implementing many changes sought by a coalition that included prisoner rights groups and law enforcement officers.

Sentencing Options Specified

Under the new law the judge imposing a prison sentence is required to select a specific term from several options specified by the state legislature.

The law eliminated the parole board's authority to set release dates for almost all inmates, strengthened prisoner rights to earn and keep time off for good behavior, and greatly limited the period of parole supervision after release as well as the period for which a released inmate can be recommitted for parole violation.

Under the indeterminate sentencing law in effect for the previous 60 years most defendants in California courts were sentenced to prison for wide-ranging terms (such as five years to life). The parole board later set the actual time to be served.

This led to charges by prison reform groups that inmates were placed in the position of not knowing when they would be released and that the parole board could increase their time for marginal infractions, the study said.

It also was charged that it was unfair to return a man to prison for a parole violation that was not a major felony. On the other hand, law enforcement groups charged that many dangerous inmates were released too soon.

Three Counties Studied

The report, "The Implementation of the California Sentence Law," studied San Francisco, San Bernardino and Santa Clara counties. It dealt primarily with robbery and burglary cases disposed of by the Superior Court of these three counties between 1974 and 1978.

The study found prison commitment rates increased in the three counties but that the acceleration began in 1976 or earlier—a year before the law's implementation. Its continued upward trend, the report said, was due to long-range social trends—a call for law and order and stricter sentences—rather than to the new law, per se.

Professor Casper cautioned that it was difficult to come to absolute conclusions and that the findings are somewhat tentative.

The law requires judges imposing a prison sentence to select a specific term.

"But," he wrote, "the evidence available does suggest that in all three (counties) the rate of imprisonment appears to begin to rise in 1976 or earlier, too soon to be attributed to the effects of the determinate sentencing law.

"The primary mechanism by which (the law) was supposed to cause an increase in prison commitment rates involved the movement of defendants who in the past received relatively long jail terms (one year) into the category of short prison terms. Thus, we would expect that the fraction of all those incarcerated (jail plus prison) who received prison terms should increase."

But this did not happen, Professor Casper said. Both jail and prison commitment rates rose equally—an indication of a generally stricter sentencing policy at all levels.

While Professor Casper said guilty pleas did go up in all three counties "post law," he again said the rise is more plausibly attributed to factors other than the determinate sentencing law.

He said guilty pleas rose in 1978, compared to 1976, but added that 1976 was an abnormally low year for guilty pleas. An examination of the preceding decade reveals that the 1977 increase matched that of 1974-1975.

Old Ways Continue

The study also expressed skepticism about the assertion that the new law has greatly increased the influence of the prosecutor in the disposition of cases.

Professor Casper said prior to implementation of the law, the judges in Superior Court in San Francisco usually played a strong role in pretrial hearings. A judge would suggest a number of years in prison or jail; and the prosecutor and defense attorney would usually agree. This has continued under the new law.

Santa Clara and San Bernardino counties were more prosecutor-orientated, Professor Casper said, with the prosecutor and defense lawyer striking a bargain and the judge usually approving that agreement. Those situations remained unchanged after passage of the new law, he said.

The study has not yet been published. Copies of the executive summary are available on an interlibrary loan plan through the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850, telephone 301/251-5500. ■

68 Indicted In Narcotics Investigation

A total of 68 persons in two states were indicted and property valued in the millions of dollars was seized as the result of a 2-½ year-long joint narcotics investigation, FBI Director William H. Webster has announced.

The Department of Justice, FBI, Drug Enforcement Administration, U.S. Customs Service, Internal Revenue Service, U.S. Marshal's Service, and state and local law enforcement agencies participated in the combined effort aimed at illegal narcotics activities in the South Florida area.

Some 64 persons were indicted in Miami and four persons were indicted in Charlotte, North Carolina. Federal grand juries in Miami and Charlotte charged the accused with a variety of racketeering and narcotics violations.

The case netted the highest number of persons indicted in any investigation handled jointly by the FBI and DEA, Director Webster said.

"This joint federal, state, and local law enforcement investigation directed against illegal narcotics activity signifies the importance played by law enforcement on violence prone racketeering groups and individuals dealing in narcotics. It also highlights the cooperation between various law enforcement agencies at the federal and state level which is so essential in the continuing fight against illegal drugs," he said. ■

AROUND the NATION

STANFORD, CALIF.—Stanford University's Department of Public Safety is helping students avoid becoming crime victims through its "Campus Crime Reports." The weekly report lists the number of crimes committed on campus, where they happened, and, in the case of burglaries, how the burglar gained entrance, such as through an open window or unlocked door. The department also publishes a map of the campus that outlines routes "recommended for after-dark travel because they are well-lighted and well-populated." The map has been so popular that it has been reprinted three times.

TROY, OHIO—Police in Troy, Ohio, have a unique crime-fighting tool—cable television. Police Chief C. William Frank used the cable's emergency override capability to warn town viewers that a band of burglars had broken into a hardware store and stolen five handguns. The chief used a special phone, dialed an access number, and went on the air to alert viewers and ask for information. Within minutes, a viewer had informed police of the whereabouts of the suspects, who were quickly arrested. "We had a very favorable response from the citizens for using the audio override capability in this case," Chief Frank said. "We've received no negative feedback at all."

BRYN MAWR, PA.—Crime prevention has a new ally—the Main Line Board of Realtors. "Realtor Watch" members are on the alert for crime on their daily travels through residential neighborhoods. If they see something suspicious, they telephone police. Realtor Watch members are trained by local police officers and their names are filed with the local police switchboards for easy identification. Realtors also distribute home protection tip sheets and information on free home security checks made by police. Some 250 realtors are participating in the program.

MIAMI BEACH—The city of Miami Beach installed 112 camera boxes to monitor its streets in an effort to deter crime and allay residents' fears. Many of the hooded boxes hold portable television cameras. Others are dummies. A command post with television monitors and direct telephone lines to police dispatchers is located in a neighborhood housing project. It is staffed by police officers and citizen volunteers. Major Fred Woolridge, of the Miami Beach Police Department, says police have not had a single complaint from citizens about the cameras. Business owners, in particular, like the program, he said. "When we were laying out locations, merchants came and said, 'Please put a camera in front of my store.'" ■

Crime Rose Faster Than Police Rolls

The number of police officers for each reported violent crime fell from 3.32 in 1948 to 0.5 in 1978, according to a Northwestern University study of crime in America done for the National Institute of Justice.

The study, which took 3-½ years, included 396 cities—every city in the nation with more than 50,000 inhabitants. It showed that while there was a four-fold increase in crime, there was only a two-fold increase in crime-fighting resources.

For the 31-year postwar period, dramatic crime rises appeared in virtually every city in the United States, it said. In cities of 100,000 to 250,000 population, violent crime rates rose from an average of 1.0 per 1,000 population in 1948 to 6.6 per 1,000 in 1978. Property crimes rose from 16.3 per 1,000 in 1948 to 69 per 1,000 in 1978.

Statistical data, newspaper accounts, and other information was gathered in 386 of the cities. In-depth studies—with researchers living in the cities for up to two years—were done in the other 10 cities—Atlanta, Boston, Houston, Indianapolis, Minneapolis, Newark, Oakland, Phoenix, Philadelphia, and San Jose. In these latter cities, violent crime rose from about 1.2 crimes per 1,000 population in 1950 to 7.3 in 1970. Property crime rose from 18.4 per 1,000 in 1950 to 65 per 1,000 during the same period.

The study emphasized that although the number of police officers per capita also rose—from 1.7 per 1,000 to 2.3 per 1,000—during this period, this increase in personnel did not keep abreast of the crime rate.

Social, Economic Influences

Some of the study's other major findings were:

—Changes in local crime rates seem to be influenced by nationwide social and economic trends, the sharply increased affluence in the country, and the availability of more portable items to steal from homes and stores, such as television and stereo sets, cameras, electric typewriters, etc., and a decline in what the study calls guardianship—the decrease in home supervision that results when both parents work.

—Crime was a major item on the urban political agenda during the 1970's. It was a major issue in the political campaigns and was given a major amount of space on the front pages and editorial pages of newspapers and magazines.

—Resources for courts and prosecutors have grown more rapidly than has the increase in arrests, although court backlogs have continued to grow. The researchers attribute this in part to changes in the requirements for legal representation for defendants.

—Cities rarely amended their criminal ordinances, but in those that did the net effect was to criminalize more behavior and increase the penalties.

—During the period studied, judicial and administrative discretion in sentencing was reduced. Many states went from indeterminate sentencing to determinate sentencing. State legislatures assumed to a greater or lesser degree the power to set sentences.

Study of 'Enormous Value'

The study—"Governmental Responses to Crime"—was done by Northwestern's Center for Urban Affairs and Policy Research under a $992,986 grant. The project team was headed by Herbert Jacob and Robert Lineberry, both Northwestern professors of political science, and Ann Heinz, a research associate at the center whos erved as project manager.

James L. Underwood, director of the National Institute of Justice, said the study was of "enormous value because it was the first in-depth research study of its kind that covered such an extensive period and that created such a vast new research data base."

"Certainly criminal justice resources did not keep pace with the rising crime rate during the 31-year period," Mr. Underwood said. "Police per capita rose by approximately 50 percent during the period while crime increased some 400 percent on the average.

"Changes in the education and training of police departments and improvements in their equipment and other resources, however, may have helped to keep the level of crime from growing even larger."

The project produced three reports: "Crime on Urban Agendas," "Legislative Responses to Crime," and "Crime and Government Resources in American Cities." They will be published in the near future by the Government Printing Office.

Copies of the executive summary "Governmental Responses to Crime" are available from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

While crime rates and police expenditures grew, the ratio of police officers to population failed to keep pace, the study said.

Research Briefs

National Institute of Justice

Focus

Violent Crime, Career Criminals, Victims Are Focus of NIJ 1982 Plan

The NIJ program plan for FY 1982 calls for a special emphasis on violent crime research.

"Serious crime is a major national concern," NIJ Acting Director James L. Underwood said. "Our plan proposes a number of new programs on violent crime as well as continuing support for some ongoing studies."

The FY 1982 plan summarizes programs proposed for the current fiscal year. Copies of the plan are available from NIJ's National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850.

Further research on career criminals is among the studies proposed for this fiscal year. Projects focusing on victims, including research on the impact of victim harm on decisions by criminal justice officials and a comparative assessment of victim assistance projects are also on the proposed agenda.

The sanctions imposed on serious offenders and the supervison of violent offenders after their release from prison also are slated for study. Other planned efforts pertaining to violent crime include these topics:

- Analysis of violent crime trends and patterns
- School crime and violence
- Dangerousness and pretrial release
- Relationship of drugs and alcohol to crime

Building or expanding correctional facilities and the implications for prison management and long-term operating costs will be addressed by NIJ research.

In addition to research on violent crime, NIJ plans to continue support for both short- and long-term projects pertaining to criminal behavior and criminal justice system operations.

Among proposed studies to begin or continue this fiscal year are inquiries into violent criminal behavior, deterrence, and approaches for controlling robbery and homicide.

Other programs will focus on measuring the effects of crime control policies, improved handling of long-term offenders, and police policies for maintaining public order.

In addition to research by the Office of Research Programs on police, courts, corrections, and community crime prevention, NIJ also plans to continue to support evaluations of selected criminal justice programs. The Office of Program Evaluation proposes an assessment of model systems for classifying inmates as well as evaluations of NIJ-sponsored field tests on structured plea negotiation and sentencing guidelines.

Design and implementation of field tests of promising criminal justice innovations are sponsored by the Institute's Office of Development, Testing, and Dissemination. Concepts emerging from research are refined and subjected to rigorous testing in the field. Test designs on police citation in lieu of arrest and reintegrating the serious offender are candidate topics this year, pending the results of ongoing research and evaluation. Slated for implementation this year are field tests on early representation by defense counsel and an experimental corrections training program for serious offenders.

This year, the Office also plans to develop various Program Models, state-of-the-art reports synthesizing research, evaluation, and operational experience. Victim compensation, victim services, police fiscal decision-making, and policy and design considerations in constructing correctional facilities are among the proposed Program Models. Mandatory sentencing will be the subject of a Policy Brief, a publication that distills research and evaluation results for legislators and policymakers. A monograph on preventing fraud in government benefit programs has been published recently (see next story).

NIJ policy brief will address legal and organizational issues involving crime and violence in the schools.

Details of individual programs are furnished in solicitations issued periodically throughout the fiscal year. The solicitations spell out the funds to be awarded, deadlines for proposal submission, and other details. Either the full text of the solicitation or a brief description of the program is published in the *Federal Register*. Copies of published solicitations are available from NCJRS at the address listed above. Please write to Announcement (name of program) and include a self-addressed mailing label.

Findings

Fraud prevention strategy can yield large returns, NIJ study reports

Small dedicated units, separate from program administration and positioned at the highest level of state or local governments, could effectively curb illegal payments of government benefits, according to a new report published by NIJ. Funds for the independent units should be earmarked in benefit appropriations, the report recommended.

Fraud in Government Benefit Programs: Suggested State/Local Prevention Strategies is an NIJ monograph, part of a series devoted to critical assessments of research and program experiences in the field. The monograph reviews fraudulent practices uncovered in government investigations of benefit programs and recommends approaches for preventing similar illegalities.

"Like the Inspectors General in the federal sector, placing fraud prevention programs at the highest level of governmental authority is crucial to a successful strategy," reports NIJ Acting Director James L. Underwood. "With this support, investigations can go forward without crippling interference, backed by a government-wide imperative to cease wasteful and fraudulent practices," he adds.

According to the report, GAO estimates of fraud in federal programs ranged from 1 to 10 percent of expenditures. Assuming that the upper range is closer to actual losses, then $25 billion was lost to fraud and abuse of federal assistance programs in 1978.

"In view of the losses to fraud in entitlement programs, the costs of such a unit would be minimal," said Paul Cascarano, NIJ assistant director. "The complex nature of fraudulent schemes makes them difficult to detect and time-consuming to prosecute. The modest investment in fraud prevention would more than offset the costly investigation and sanctioning of perpetrators," he added.

A fraud prevention staff need be only one-tenth the size of an investigation and auditing unit, the report states. Assuming an average cost of $25,000 to $30,000 for each analyst, a fraud prevention unit might cost $75,000 to $100,000 in less populated states and $250,000 to $300,000 in larger states. Given the magnitude of fraud losses, the costs of such a unit might yield a payoff of a hundredfold, the report states.

Essential to a fraud prevention strategy is the assessment of a program's vulnerability. A review of a program's goals, its beneficiary and eligibility criteria, and methods of payment are crucial to detecting potential weaknesses, the report says. In addition to analyzing a program's operations, the fraud prevention unit also would review pending legislation, regulatory proposals or other changes that might offer new opportunities for fraudulent schemes. Special strategies, routine audits, training, and vigorous public awareness campaigns are other responsibilities envisioned for the unit.

Among the strategies recommended in the report are "hot lines" and "live testing"—an approach similar to a "sting" operation but aimed toward uncovering weaknesses in a program's operation instead of catching wrongdoers after the fact.

Recommendations in the monograph and the pros and cons of fraud prevention strategies draw on the experiences of various fraud prevention programs in federal and state governments. The researchers also reviewed audits by GAO and interviewed field personnel and executives in the federal offices of the Inspectors General.

GAO audits cited in the report revealed that no government benefit program had undergone a "systematic and comprehensive" review of its vulnerability to fraud prior to implementation. Trouble spots such as tight deadlines for fund dispersal or too rapid a start-up are far harder to correct once a program is installed, the report states.

While stressing the importance of an independent unit to insure objective and systematic analyses, the report also emphasizes the role of line

personnel. Staff of benefit programs are in a key position to spot fraudulent schemes because of their day-to-day review of applications and dispersal of benefits. For this reason, staff should receive extensive training in identifying suspicious payments, the report says.

By itself, a fraud prevention unit cannot quash illegal practices if a benefit program is poorly designed or the staff size is inadequate to remedy defects. Moreover, pressures to maintain the status quo will require a vigorous resolve to launch a fraud prevention initiative. However, the report concludes, "to the extent that vulnerability assessments, live testing, and other techniques are carried to completion, they have the power to correct flaws, uncover fraudulent or abusive practices, and keep the public continually aware of both the dollar and moral cost of fraud and abuse to society."

The National Criminal Justice Reference Service will provide information about obtaining the monograph. Cost and availability will be announced shortly.

National search will document promising programs to control violent crime.

Announcements

NIJ seeks programs for combatting violent crime

As part of its violent crime initiative, NIJ has launched a nationwide effort to identify, assess, and publicize promising programs targeted at violent crime and violent offenders.

The new national assessment expands the Exemplary Projects Program, a long-standing NIJ approach for identifying successful criminal justice programs in local jurisdictions.

In an intensive effort to identify the best programs, NIJ is sponsoring a nationwide survey of programs specifically aimed at violent crime and violent offenders. The focus on violence, the priority of this year's national assessment, is a departure from earlier years when candidacy for the Exemplary award was open to projects addressing any criminal justice problem. Under the new initiative, a different priority will be designated each year.

"By redirecting our approach and focusing on a single topic, we hope to capture the most promising and innovative anti-crime practices in the nation," says NIJ assistant director Paul Cascarano. "With information about approaches that have worked in various localities, jurisdictions can consider the suitability of the program for their own circumstances," he added.

In addition to establishing criteria for the Exemplary awards, an advisory board of practitioners and researchers will review the nominations, identifying the most successful programs and assessing their adaptability to other jurisdictions. Next, a state-of-the art compilation of programs useful in coping with violent crime will be disseminated widely. Plans also call for NIJ assistance for evaluation of techniques that appear particularly promising. As in the past, programs earning the Exemplary distinction will be documented and publicized widely.

A telephone survey, now under way, reveals widespread adoption of the violent crime projects that were previously named exemplary.

"We find that some jurisdictions have enhanced the original concept of a program," reports Virginia Baldau, who is supervising the assessment program for NIJ. "In other cases, programs initially adopted at the local level are now implemented statewide. For the first time, we're seeing the continuing impact of the Exemplary projects."

One widely adopted program is the Hidden Cameras Project of Seattle, Washington, a technique for combatting the violent crime of robbery. Some localities have added a "hidden witness" to the concept. Photos from the robbery scene are not only matched with "mug" shot files but also are widely publicized in the newspapers to elicit possible identification of suspects by a reader.

Strategies targeted at the career criminal are also widespread. Special prosecutorial units that focus exclusively on violent offenders have been established in a number of jurisdictions. Similarly, corrections pro-

grams also have adopted the career criminal strategy, targeting the violent offender for intensive treatment or supervision.

To be eligible for this year's awards, violent crime programs must be in the police, courts, or corrections area. As in the past, candidates for the Exemplary Award must demonstrate:

- Goal Achievement: effectiveness in reducing crime or improving the operations and quality of the justice system;
- Replicability: adaptability to other jurisdictions;
- Measurability: formal evaluation data or other conclusive evidence of achievement;
- Efficiency: cost effectiveness;
- Accessibility: willingness of project staff to provide information to other communities.

Third annual review of criminal justice research now available

Introducing Volume 3 of *Crime and Justice*, editors Michael Tonry and Norval Morris write: "We must both specialize and look across the borders of our own specialties. No one can see all the problems whole."

Under NIJ sponsorship, the annual series integrates the significant research on key issues in crime and justice. Prominent scholars pull together studies from within the mainstream of criminological inquiry as well as from other disciplines that contribute to the growing body of knowledge about criminal justice issues and institutions. The commissioned essays are written for a research audience as well as policymakers and criminal justice professionals.

Edited by Michael Tonry, associate professor of law at the University of Maryland, and Norval Morris, Julius Kreeger Professor of Law and Criminology at the University of Chicago, the series is published by the University of Chicago Press.

Among the essays in Volume 3 are: "Use and Misuse of Hypnosis in Court," by Martin T. Orne; "Eyewitness Testimony: Psychological Research and Legal Thought," by Elizabeth F. Loftus; and "Modern Private Security: Its Growth and Implications," by Clifford D. Shearing and Philip C. Stenning.

Richard Sparks writes on "Surveys of Victimization—An Optimistic Assessment," and Ted Robert Gurr on "Historical Trends in Violent Crimes: A Critical Review of the Evidence."

"Much of the knowledge presented in these essays is a product of studies supported by the National Institute (of Justice)," note editors Tonry and Morris. "In our view, this series is another example of the value of that support..."

Crime and Justice is available from the University of Chicago Press, 11030 South Langley Avenue, Chicago, Illinois 60628. The price is $22.50 for the hardcover and $5.95 for the paperback.

Events

Police executives learn latest management approaches

Some 650 senior police officials across the country are receiving sophisticated training on how to improve police department management as the result of 12 seminars funded by the National Institute of Justice.

The three-day workshops, "Improving Police Management," are operated by University Research Corporation, of Washington, D.C., under a $200,000 two-year contract from NIJ.

The original pilot workshop, held in Rockville, Maryland, last year drew representatives from police departments and law enforcement agencies in Baltimore, Maryland; Princeton, New Jersey; Fairfax, Alexandria, and Arlington, Virginia; Montgomery County, Maryland; and Washington, D.C.

Other seminars in Champaign-Urbana, Illinois; Orlando, Florida; Colorado Springs, Colorado; Sacramento, California; Washington, D.C.; Huntsville, Texas; St. Louis, Missouri; and Salemburg, North Carolina, provided 421 law enforcement officers and planners with information on how to better manage their departments.

The first 1982 session was held March 25-26 at the FBI Academy in Quantico, Virginia. Some 50 police chiefs from Virginia, West Virginia, Delaware, Pennsylvania, Kentucky, Tennessee, Maryland, and Ohio attended.

More seminars are planned for Atlanta, Georgia, and the New England and Pacific Northwest areas. Sites have not been selected.

The program shows participants how to:

—Understand problems and recognize strategic choices in developing proactive and reactive management strategies.

—Review current departmental patrol workload demands to determine alternatives to current policies and practices.

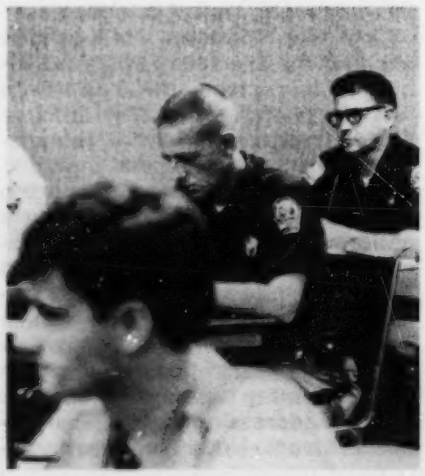
—Apply a policy/program review process of existing policies and programs.

—Describe the current state-of-the-art of critical components of previously given programs in "Managing Criminal Investigations" (MCI) and "Managing Patrol Operations" (MPO).

—Understand the organizational principles of managing change in order to begin successful implementation of desired alternatives learned from the MCI and MPO field tests.

—Understand the development of strategies and tactics needed to implement successful "directed patrol" experiments.

Futher information about the seminars is available from Louis A. Mayo, Jr., Program Manager, National Institute of Justice, 633 Indiana Ave., N.W., Washington, D.C. 20531. ■



Decrease Seen In The Use Of Some Illicit Drugs

Young people apparently are becoming more moderate in the use of some illicit drugs, says the University of Michigan's Institute for Social Research.

Reporting on the seventh in a series of annual nationwide surveys of high school seniors, social psychologists Lloyd Johnston, Jerald Bachman, and Patrick O'Malley said fewer 1981 seniors reported using marijuana, PCP, tranquilizers, or nitrite inhalants than previous seniors.

Regular cigarette smoking also was down, the researchers found, while the use of barbiturates, LSD, heroin, and narcotics other than heroin remained steady. Cocaine use, which rose sharply among high school students between 1976 and 1979, remained fairly stable, the study reported.

The only drug use showing an appreciable increase was stimulants, such as amphetamines, the study said. "However, stimulant use is of considerable importance, since illicit use of this class of drugs is more widespread than any other except marijuana," the researchers said. The use of methaqualone also rose in 1981, though moderately.

The findings, based on a survey of 17,000 seniors in 130 public and private high schools, were presented in "Student Drug Use in America 1975-1981." It was published by the National Institute on Drug Abuse—a major sponsor of the study.

The decreases were attributed to increased concern among seniors with the health risks of marijuana and cigarettes and health dangers of such drugs as PCP and nitrites. Nearly 60 percent of all seniors attributed "great risk" to regular marijuana use—up from 35 percent three years ago. Cigarette use dropped from 29 percent of seniors in 1977 to 20 percent in 1981. Annual use of nitrites decreased from 6.5 percent in 1979 to 3.7 percent in 1981, the study said.

The authors say there also is evidence that drug users appear to be taking the drugs in smaller doses or quantities than users a few years ago.

The lifetime usage figures for five classes of drugs, however, remained steady in 1981, the study found. Some 17 percent of seniors regularly use cocaine; 11 percent barbiturates; 10 percent LSD and opiates other than heroin; and 1 percent heroin.

About one-third (32 percent) of all 1981 high school seniors say they have tried amphetamines—6 percent higher than the 1980 class. The researchers say they believe that this increase is due to a sharp rise in the promotion and sales of over-the-counter diet pills and other stimulants.

"For more than a decade now, American young people have had exceptionally high rates of illicit drug use, whether by comparison to other countries or to earlier generations," the authors conclude. "Overall, we are now seeing encouraging movement in the direction of moderation, but the absolute numbers are still very high. By no means are all of the trends aiming downward, and the increase in stimulant use, in particular, is troubling. Clearly the problems of youthful drug use and abuse are still a very long way from being solved in this society."■

	Ever Used							Daily Users							Used in Past Month							Used in Last Year						
	Class of							Class of							Class of							Class of						
	'75	'76	'77	'78	'79	'80	'81	'75	'76	'77	'78	'79	'80	'81	'75	'76	'77	'78	'79	'80	'81	'75	'76	'77	'78	'79	'80	'81
Marijuana	47%	53%	56%	59%	60%	60%	60%	6%	8%	9%	10.7%	10.3%	9.1%	7%	27%	32%	35%	37%	37%	34%	32%	40%	45%	48%	50%	51%	49%	46%
Inhalants	NA	10	11	12	13	12	12	NA	0.0	0.0	0.1	0.0	0.1	0.1	NA	1	1	2	2	1	2	NA	3	4	4	5	5	4
Amyl & Butyl Nitrites	NA	NA	NA	NA	11	11	10	NA	NA	NA	NA	0.0	0.1	0.1	NA	NA	NA	NA	2	2	1	NA	NA	NA	NA	7	6	4
Hallucinogens	16	15	14	14	14	13	13	0.1	0.1	0.1	0.1	0.1	0.1	0.1	5	3	4	4	4	4	4	11	9	9	10	10	9	9
LSD	11	11	10	10	10	9	10	0.0	0.0	0.0	0.0	0.0	0.0	0.1	2	2	2	2	2	2	3	7	6	6	6	7	7	7
PCP	NA	NA	NA	NA	13	10	8	NA	NA	NA	NA	0.1	0.1	0.1	NA	NA	NA	NA	2	1	1	NA	NA	NA	NA	7	4	3
Cocaine	9	10	11	13	15	16	17	0.1	0.1	0.1	0.1	0.2	0.2	0.3	2	2	3	4	6	5	6	6	6	7	9	12	12	12
Heroin	2	2	2	2	1	1	1	0.1	0.0	0.0	0.0	0.0	0.0	0.0	*	*	*	*	*	*	*	1	*	*	*	*	*	*
Other Opiates	9	10	10	10	10	10	10	0.1	0.1	0.2	0.1	0.0	0.1	0.1	2	2	3	2	2	2	2	6	6	6	6	6	6	6
Stimulants	22	23	23	23	24	26	32	0.5	0.4	0.5	0.5	0.6	0.7	1.2	9	8	9	9	10	12	16	16	16	16	17	18	21	26
Sedatives	18	18	17	16	15	15	16	0.3	0.2	0.2	0.2	0.1	0.2	0.2	5	5	5	4	4	5	5	12	11	11	10	10	10	11
Barbiturates	17	16	16	14	12	11	11	0.1	0.1	0.2	0.1	0.0	0.1	0.1	5	4	4	3	3	3	3	11	10	9	8	8	7	7
Methaqualone	8	8	9	8	8	10	11	0.0	0.0	0.0	0.0	0.0	0.1	0.1	2	2	2	2	2	3	3	5	5	5	5	6	7	8
Tranquilizers	17	17	18	17	16	15	15	0.1	0.2	0.3	0.1	0.1	0.1	0.1	4	4	5	3	4	3	3	11	10	11	10	10	9	8
Alcohol	90	92	93	93	93	93	93	5.7	5.6	6.1	5.7	6.9	6.0	6.0	68	68	71	72	72	72	71	85	86	87	88	88	88	87
Cigarettes	74	75	76	75	74	71	71	26.9	28.8	29.8	27.5	25.4	21.3	20.3	37	39	38	37	34	31	29	NA	NA	NA	NA	NA	NA	NA

NA indicates data not available
* indicates less than 1.0%

Terms:
Ever Used: Used one or more times.
Daily Users: Used 20 or more times in the month before survey.
Used in Past Month: Used at least once in the 30 days prior to survey.
Used in Last Year: Used in the 12 months prior to survey.

Source: Student Drug Use in America: 1975-1981. National Institute on Drug Abuse.

Juvenile Crime Increase Is Moderate, Compared To Adults

Juvenile crime, although a serious national problem, posted a modest increase over the last decade when compared with crimes committed by adults, according to a report by the National Center for Juvenile Justice.

"Persons between 16 and 24 have always been responsible for the vast majority of criminal conduct, but the present perception by the public and the media that the decade of the 70's produced a dramatic and disproportionate increase in serious and violent crime attributable to juveniles is unsupportable," the study said.

The report, entitled "The Serious Juvenile Offender: The Scope of the Problem and the Response of Juvenile Courts," was prepared by Howard N. Snyder and John L. Hutzler of the National Center for Juvenile Justice, the research division of the National Council of Juvenile and Family Court Judges. Funding was provided by the National Institute for Juvenile Justice and Delinquency Prevention, OJJDP's research arm.

While the FBI's Uniform Crime Report shows that arrests for serious crimes increased 37 percent between 1970 and 1979, the increase in adult arrests for serious crimes was greater than the increase in juvenile arrests for serious crimes, the authors report.

Adult arrests for serious crime increased by 54 percent while juvenile arrests increased by only 17 percent. Adult arrests for violent crime increased 50 percent, compared to a 41 percent increase for juveniles, and arrests for serious property crimes increased 56 percent for adults and 15 percent for juveniles.

During this same period, the number of adults in the total population increased 18 percent, while the number of juveniles decreased 6 percent, according to the U.S. Bureau of the Census. Juveniles, defined as persons aged 10 to 17, comprise approximately 14 percent of the total population

Seriousness Varied

The authors also note that while the National Crime Survey shows that juveniles were responsible for 25 percent of personal victimizations between 1973 and 1977, there was a wide variation in the proportion of juvenile involvement across offense categories. For example, juveniles accounted for 32 pecent of all personal larcenies, but only 8 percent of all rapes, they said.

Personal victimizations committed by juveniles also were less serious in terms of weapon use, injury rate, and financial loss than similar crimes committed by adults, the study reports.

Court Handling Compared

The authors also examined the juvenile justice system's handling of serious juvenile offenders, particularly the practice of treating such offenders as adults.

Data from the National Center for Juvenile Justice's juvenile court data archive indicate that the juvenile court system is far more likely to take some form of action in its most serious cases than is the criminal justice system, the authors report.

Less than 40 percent of adult felons referred to the district attorney are convicted and sentenced by the criminal courts. In contrast, some 55 percent of the serious juvenile cases result in some form of supervision or incarceration, including informal supervision by the intake office of cases handled without adjudication, they said. In addition, another 2 percent of the cases referred to juvenile court will receive a criminal sanc-

Comparison of Criminal and Juvenile Court Handling of Serious Offenders

Criminal		Juvenile
Of 1,000 Felony Offenders Referred to District Attorney:		Of 1,000 Serious Juvenile Offenders (over 15) Referred to Juvenile Court:
338	Rejected at Screening	374 (Note: 109 placed on informal probation)
662	Filings	626
Of 662 Filings:		Of 626 Filings:
270	Dismissed, Acquitted, "Other"	163
392	Conviction, Adjudication	441
	Waived to Criminal Court	22
	20 Convictions	
Of 392 Convictions:		Of 441 Adjudications:
170	Probation or Fine (No Incarceration)	329
222	Incarceration or Institutionalization	112

tion following waiver and conviction in criminal court. Of those cases resulting in a criminal conviction or delinquency adjudication, however, the criminal court is more likely to sentence the adult felon to incarceration (56.7 percent of convictions) and the juvenile court more likely to impose probation (74.6 percent of adjudications), the authors found.

Other Findings

The authors report a number of other findings in comparing the adult and juvenile court systems:

—Almost every state provides some avenue to criminal court for serious offenders over 15 years old.

—In most states the legislature has given the juvenile court authority to decide whether a serious juvenile offender should be prosecuted as an adult. However, the more serious the offense and the older the offender, the more likely it is that the legislature will insist upon criminal prosecution or permit the criminal court or district attorney to choose the judicial forum.

—Most violent, serious, and repeat juvenile offenders are handled by the juvenile, rather than criminal, justice system.

—In general, juvenile court judges appear to be more likely to waive 16 and 17-year-old serious offenders to criminal court if they can also waive 14 and 15-year-olds, if they are accustomed to seeing only younger, less serious offenders in juvenile court, and if their juvenile system has little or no extended treatment jurisdiction.

—The more serious a juvenile's present offense is and the more prior delinquency referrals he has, the more likely it is he will be waived to criminal court, or, if adjudicated delinquent, institutionalized. The juvenile court deals most severely with violent, repeat offenders.

"The present legal framework in the country for handling violence by youth is sufficiently diverse to provide a rich laboratory for measuring the efficacy of alternative approaches," the authors conclude.

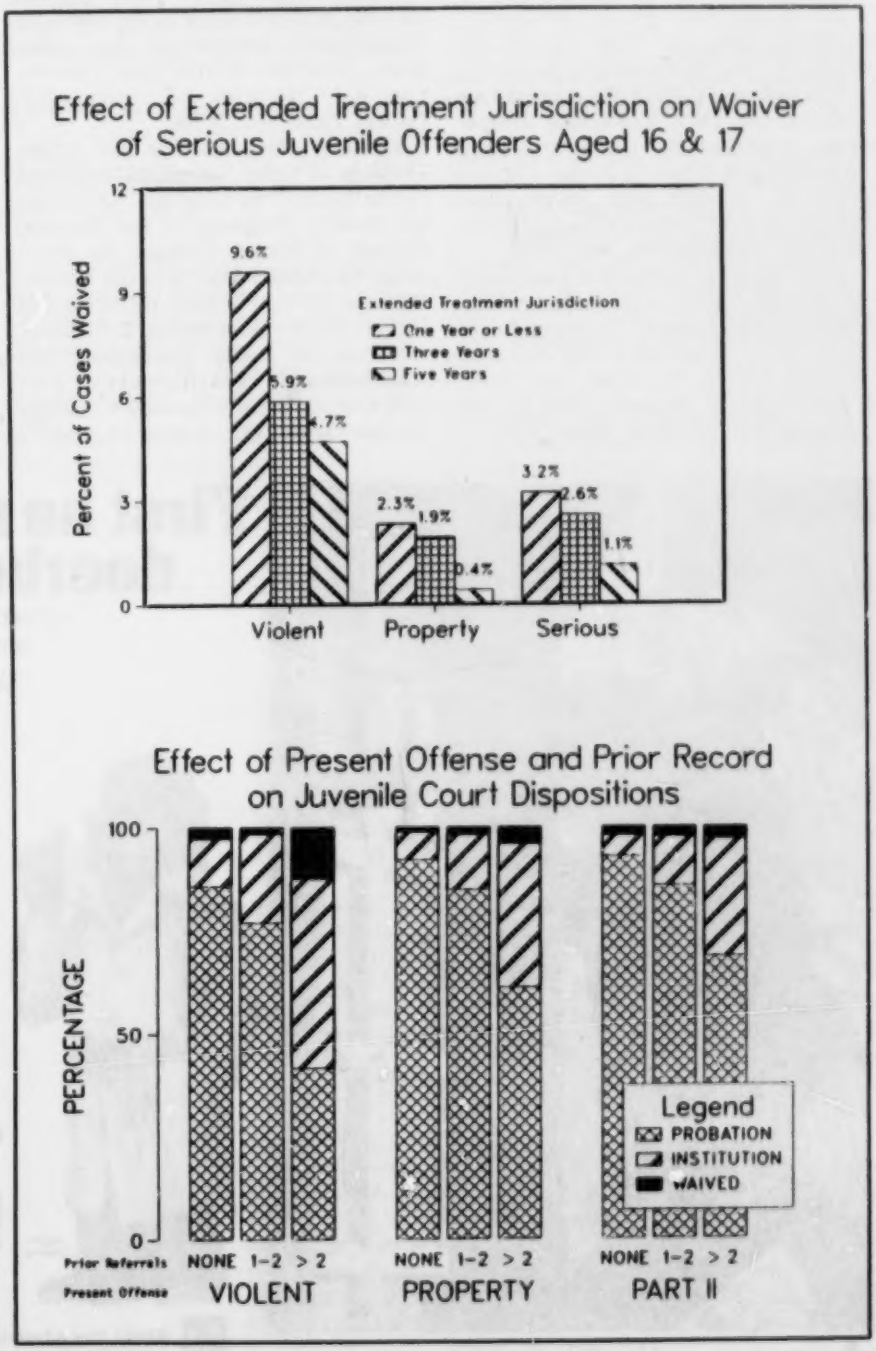
Study Dispels Myth

Commenting on the report, Charles A. Lauer, acting administrator of OJJDP, said, "With the growing concern in the country about the extent of serious and violent juvenile crime, it is important that this problem be put into proper perspective."

"The results of this comprehensive analysis of several national data sources dispel the common myth that the nation is in the grip of a massive juvenile crime wave. Furthermore, this analysis indicates that, contrary to popular belief, juveniles handled in adult court do not appear to be dealt with more severely by the criminal justice system," he said.

"It is important that the public have all the facts if a rational response to serious juvenile crime is to be pursued."

Additional information about this study is available from the National Center for Juvenile Justice, 701 Forbes Ave., Pittsburgh, Pa. 15219, telephone 412/227-6950. ■



Publications

Court Management Journal, published annually by the National Center for State Courts. The cost is $6.50. To order, write: Publications Coordinator, National Center for State Courts, 300 Newport Ave., Williamsburg, Va. 23185.

Proceedings of the Fifth Annual Law Enforcement Data Processing Symposium, published by the International Association of Chiefs of Police. The cost is $13.50. To order, write: International Association of Chiefs of Police, 11 Firstfield Rd., Gaithersburg, Md. 20878.

Final Report: Governor's Task Force on Juvenile Justice, prepared by the Minnesota Crime Control Planning Board Staff for the Governor's Task Force on Juvenile Justice. For a free copy, write: Crime Control Planning Board, 444 Lafayette Rd., St. Paul, Minn. 55101.

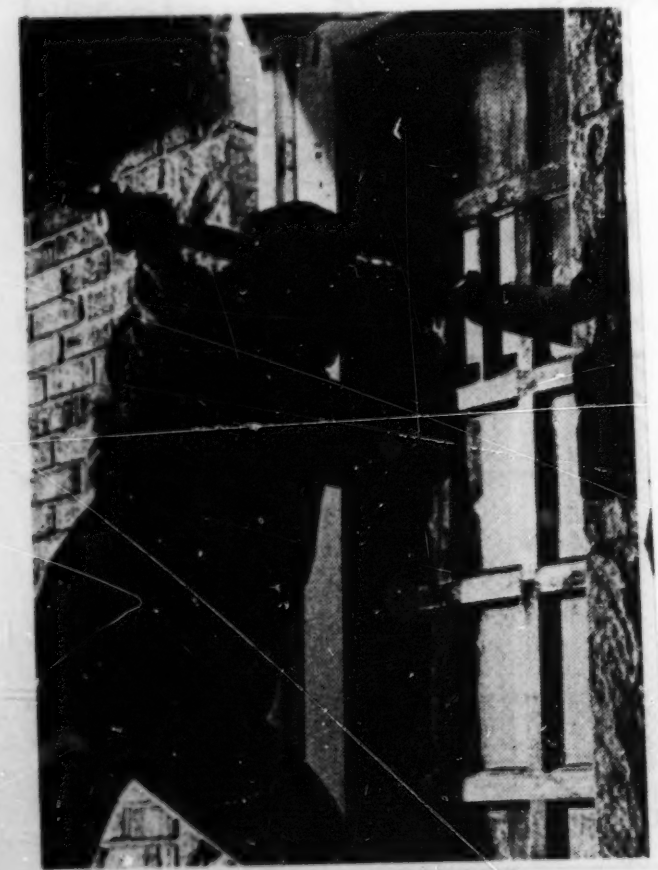
The Elements of Short Term Group Counseling ($5.00) and **Proceedings of the Annual Congress of Correction** ($14.00), both published by the American Correctional Association. To order, write: American Correctional Association, 4321 Hartwick Rd., Suite L208, College Park, Md. 20740.

Effective Responses to the Crime Problem of Older Americans, produced by the staff of the Criminal Justice and the Elderly Program of the National Council of Senior Citizens. To order, write: Criminal Justice and the Elderly, National Council of Senior Citizens, 925 15th St., N.W., Washington, D.C. 20005.

Survey of Police Operational and Administrative Practices-1981, published by the Police Foundation in cooperation with the Police Executive Research Forum. The cost is $28.00. To order, write: Juanita Middleton, Communications Department, Police Foundation, 1909 K St., N.W., Suite 400, Washington, D.C. 20006.

Working With Police: A Practical Guide for Battered Women's Advocates, by Nancy Loving, published by the Police Executive Research Forum. The cost is $3.00. To order, write: PERF, 1909 K St., N.W., Suite 400, Washington, D.C. 20006.

The Lay Person's Role in the Treatment of Child Abuse and Neglect, by Gail Ryan, published by the C. Henry Kempe National Center for the Prevention of Child Abuse and Neglect. The cost is $3.00. To order, write: C. Henry Kempe National Center, 1205 Oneida St., Denver, Colo. 80220. ■



Copyright material has been deleted, not available for Microfiche Edition.

Calendar

May 17-21: Analysis of Law Enforcement Data, Jacksonville, Fla., sponsored by the Institute of Police Traffic Management. Contact: Director of Police Programs, IPTM, 4567 St. John's Bluff Rd., S., Jacksonville, Fla. 32216, 904/646-2722.

May 23-26: Dispositional Alternatives for the Serious Juvenile Offender, San Diego, Calif., sponsored by the National College of Juvenile Justice and Delta Institute. Contact: Dispositional Alternatives Conference, NCJFCJ, P.O. Box 8978, Reno, Nev. 89507, 702/784-4836.

May 26-29: Strengthening the Executive Component of the Court: A Course for Presiding Judges and Court Administrators, Santa Fe, N.M.; **June 13-18:** Budgeting and Planning, Snowmass, Colo.; **June 20-23:** Serious and Repetitive Juvenile Offenders, Snowmass, Colo.; and **July 4-30:** Management in the Courts and Justice Environment, Colorado Mountains, all sponsored by the Institute for Court Management. Contact: Institute for Court Management, 1624 Market St., Suite 210, Denver, Colo. 80202, 303/534-3063.

June 6-9: Managing Job Related Stress and **June 27-30:** Crisis Intervention, both held in Carmel, Calif., and sponsored by Justice Management Enterprises, Inc. Contact: Carole Morgan, Director, Justice Management Enterprises, Inc., P.O. Box 222037, Carmel, Calif. 93922, 408/625-3193.

June 6-10: Law Enforcement/Security Survival and **June 20-24:** Hostage and Kidnap Negotiations, both held in Winchester, Va., and **June 27-July 1:** Terrorism in the 1980s, Toronto, Canada, all sponsored by Richard W. Kobetz and Associates. Contact: Richard W. Kobetz and Associates, North Mountain Pines Training Center, Route Two, Box 342, Winchester, Va. 22601, 703/662-7288.

June 7-11: Management of Police Training Programs, Columbus, Ohio; **June 14-18:** Shooting: Classroom and Range Instruction, Nashville, Tenn.; and **June 29-July 1:** Police Fleet Management, Las Vegas, Nev., all sponsored by the International Association of Chiefs of Police. Contact: IACP, Professional Development Division, Eleven Firstfield Rd., Gaithersburg, Md. 20878, 800/638-4085.

June 8-11: 7th Annual Conference of the Texas Crime Prevention Association, Abilene, Texas. Contact: Sgt. Harold Emerson, Abilene P.O. Box 174, Abilene, Texas 79604.

June 13-18: Juvenile Justice Management Training Institute, South Hadley, Mass., sponsored by the Juvenile Justice Management Training Program. Contact: JJMT, P.O. Box 348, Back Bay Annex, Boston, Mass. 02117, 617/267-1573.

June 13-25 and **July 18-30:** Trial Practice Institute '82, Houston, Texas, sponsored by the National College for Criminal Defense. Contact: National College for Criminal Defense, Bates College of Law, University of Houston, Houston, Texas 77004, 713/749-2283.

June 14-July 9: Juvenile Officers Institute, Minneapolis, Minn., sponsored by the University of Minnesota. Contact: Richard J. Clendenen, Director, Juvenile Officers Institute, 119 TNA, 122 Pleasant St., S.E., University of Minnesota, Minneapolis, Minn. 55455.

June 20-25: 31st Annual Session of the School on Alcoholism and Other Drug Dependencies, Salt Lake City, Utah, sponsored by the University of Utah. Contact: University of Utah School on Alcoholism and Other Drug Dependencies, P.O. Box 2604, Salt Lake City, Utah 84110, 801/533-7087.

June 21-25: Law Enforcement Instructor Training/Management Workshop and **July 12-16:** 4th Internal Affairs Workshop, both held in Dallas, Texas, and sponsored by the Southwest Legal Foundation. Contact: Southwest Legal Foundation, University of Texas at Dallas, P.O. Box 707, Richardson, Texas 75080, 214/690-2377.

June 22-24: Crime Stoppers and **July 12-23:** Basic Crime Prevention, both held in San Marcos, Texas, and sponsored by the Texas Crime Prevention Institute. Contact: Texas Crime Prevention Institute, Institute of Criminal Justice Studies, Southwest Texas State University, San Marcos, Texas 78666, 800/531-5007.

June 24-27: Investigative Hypnosis Seminars for Law Enforcement and Criminal Justice Professionals, St. Louis, Mo., sponsored by the Law Enforcement Hypnosis Institute, Inc. Contact: Dr. Martin Reiser, Law Enforcement Hypnosis Institute, Inc., 303 Gretna Green Way, Los Angeles, Calif. 90049, 213/476-6024.

June 27-July 11: Policing and the Criminal Justice Systems of the Netherlands and the United States, Amsterdam, Holland, sponsored by the State University of New York at Albany. Contact: Professor Graeme R. Newman, School of Criminal Justice, State University of New York, 135 Western Ave., Albany, N.Y. 12222, 518/455-6284.

June 28-29: The Police Response to Hostage Situations and **July 7-8:** Art Theft Prevention, both held in University Park, Pa., and sponsored by the Pennsylvania State University. Contact: Pamela Frakes, Program Assistant, The Pennsylvania State University, Keller Conference Center, University Park, Pa. 16802, 814/865-9173.

July 5-8: Sixth National Youth Workers Conference, Washington, D.C., sponsored by the National Youth Work Alliance. Contact: Conference Staff, National Youth Work Alliance, 1346 Connecticut Ave., N.W., Suite 508, Washington, D.C. 20036, 202/785-0764.

July 11-30: Second Biennial Institute on Juvenile Justice in England and America, London, England, sponsored by the American University's School of Justice. Contact: Dean Richard A. Myren, Director, Institute on Juvenile Justice in England and America, School of Justice, The American University, Washington, D.C. 20016, 202/686-2532. ■

U.S. Department of Justice
Office of Justice Assistance,
Research, and Statistics

Official Business
Penalty for Private Use $300

Postage and Fees Paid
U.S. Department of Justice
Jus 436
THIRD CLASS
BULK RATE

Washington, D.C. 20531

people people people people

John P. Heinz, professor of law and urban affairs at Northwestern University, has been appointed excutive director of the American Bar Foundation. The foundation is a separate research affiliate of the American Bar Association.

Professor Heinz has been an advisor to the ABF as an affiliated scholar. He has published more than 15 articles and books on the legal profession, criminal law, and other topics and has served with a number of boards and committees dealing with prison reform and the administration of criminal justice.

Professor Heinz received his LL.B degree in 1962 from Yale University.

Diana R. Gordon has been elected president of the National Council on Crime and Delinquency. She succeeds **Milton G. Rector**, who was named president emeritus.

Ms. Gordon served as executive vice-president of NCCD from 1980 to 1982 and was vice president from 1978 to 1980. From 1973 to 1978, she was director of the Citizens Inquiry on Parole and Criminal Justice. Prior to 1973, Ms. Gordon was a consultant for a number of organizations, including the Fund for the City of New York, the New York State Charter Revision Commission, and the Community Service Society.

She is a graduate of Harvard Law School.

Franklin E. White, a Silver Spring, Maryland, attorney has been named Virginia's Secretary of Public Safety. Mr. White was President Carter's associate director for justice on the White House Domestic Policy Staff. His primary responsibility in that position was liaison with the Department of Justice.

Mr. White also has served as deputy director of the New York State Division of Budget.

He holds a law degree from Columbia University.

Judge Robert R. Merhige, of the U.S. District Court for the Eastern District of Virginia, has received the American Judicature Society's Herbert Harley Award.

The award, given in recognition of efforts to promote the effective administration of justice, cited "his talent for educating the public about the law and the courts." ■

3/4

NEWARK PUBLIC LIBRARY

May 1982
Vol. 3, No. 4

U.S. Department of Justice

JUN 3 1982

U. S. GOVT. PUBS.
DEPOSITORY 376

OJARS
NIJ
OJJDP
BJS

Justice Assistance News

Most Assailants Are Strangers To Their Victims

About three of five violent crimes are committed by persons who are strangers to their victims, according to a new Bureau of Justice Statistics bulletin.

The bureau said the average percentage of violent crimes committed by strangers from 1973 through 1979 was:

Total*	59 percent
*(rape, robbery, assault)	
Rape	65 percent
Robbery	76 percent
Aggravated assault	56 percent
Simple assault	53 percent

"The rate at which strangers committed rapes, robberies, and assaults were exceedingly stable, averaging 19.6 per 1,000 in the population of persons 12 years old and more, from 1973 through 1979," said Benjamin H. Renshaw, the bureau's acting director.

"On the other hand," he added, "the rate of violent crime by nonstrangers increased from 10.7 per 1,000 persons to 12.0 per 1,000 in the seven-year period."

The bureau's National Crime Survey estimates that 23.4 million rapes, robberies, and assaults were committed during the period.

Weapon Use Measured

The bulletin said that strangers used weapons in 40 percent of their violent crimes. They used weapons in 50 percent of the robberies, 30 percent of the rapes, and 40 percent of the assaults.

Rape was the crime that most frequently involved victim injury, the survey noted, adding that during the study period 36 percent of all such victims were injured, and almost 17 percent of the injuries were serious. Robbery and assault victims were injured in about 30 percent of the incidents, and 20 percent of the injuries were serious.

In rapes and assaults by strangers the attacker was typically a lone white male more than 21 years old. People robbed by strangers, however, were likely to be confronted by a pair or a group of black males who were as likely to be less than 21 years old as to be older.

Most Attacks Intraracial

The attackers were white in 66 percent of all assaults, in more than 50 percent of all rapes, but in only 33 percent of all robberies. Less than 10 percent of all violent strangers were female. Rapes and assaults by strangers were highly intraracial, the bulletin noted.

Men were victimized by violent strangers at a rate almost triple that of women, the survey said. The average rate for men from 1973 to 1979 was 29 per 1,000 population. For women, the rate was 11 per 1,000 population.

Blacks were more than twice as likely as whites to be robbed by strangers, but whites were more likely to be victims of simple assault, the study found. The likelihood of rape or aggravated assault by strangers was roughly the same for both races.

Statistics from the Federal Bureau of Investigation's Uniform Crime Reports from 1976 through 1979 showed that murders by strangers "remained relatively stable," the bulletin said. (The stranger-nonstranger relationship for murders was not available before 1976.)

In 1979, the relationship between murderers and victims was unknown in more than a third of the cases, but in those 13,332 cases in which the relationship was known, only 20 percent of the victims were killed by strangers, the bulletin said.

When only the murders committed in connection with another feiony, such as a rape or a robbery, are considered, the proportion of crimes in which the victim-offender relationship is not known is more than 45 percent, the bulletin said. In cases where the relationship is known the proportion of murders by strangers is almost 60 percent.

Single copies of the bulletin, "Violent Crime by Strangers," may be obtained by writing the National Criminal Justice Reference Service at Box 6000, Rockville, Maryland 20850. ■

Violent crimes by strangers, 1973-79 averages

Type of crime	Number	%
Total	3,356,851	100
Rape	105,308	3
Robbery	843,686	25
Aggravated assault	947,579	28
Simple assault	1,460,278	44

J 1. 59:

In This Issue

Most Assailants Are Strangers To Their Victims 1

Crime Rate Is Unchanged In 1981, FBI Reports 3

Citizens Delay In Reporting Crimes To Police 4

$3.8 Million Awarded To Remove Juveniles From Adult Jails, Lockups 5

Crime Victims Don't Suffer Alone, NIJ Study Reports 6

OJJDP Announces 1982 Program Priorities 9

$2 Million Awarded For Delinquency Prevention Activities 12

Justice Assistance News

Published 10 times a year by the Public Information Office, Office of Justice Assistance, Research, and Statistics, in conjunction with the Bureau of Justice Statistics, National Institute of Justice, and Office of Juvenile Justice and Delinquency Prevention.

Joseph Krovisky, Director
Public Information Office

Anne R. Voigt, Editor

U.S. Department of Justice
Washington, D.C. 20531

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of Management and Budget through September 30, 1984. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING

New Attack Launched On Drug Trafficking

The following is excerpted from testimony by Associate Attorney General Rudolph Giuliani before the House of Representatives Select Committee on Narcotics Abuse and Control.

Although for some time there has been a general consensus as to the primary goals and objectives of the drug control program, the strategies to implement the federal drug program were not carried out in a cohesive fashion. This Administration has made clear its commitment to drug abuse control and minimizing the crime associated with drug trafficking. A number of departments and agencies have programs in place because the drug problem must be addressed on several fronts.

An important component of the drug supply reduction strategy is control of the drugs at the source. The State Department has been working diligently toward this end, and the Vice President has just reported on several recent significant accomplishments in this area.

The Department of Justice is working closely with the State Department on another aspect of the international drug enforcement situation. Bilateral agreements to gather information and evidence abroad to render it admissible in the other nation's court of law can be of tremendous value.

Furthermore, we have been successful in reaching agreements with other nations to permit vessels registered under their flags to be boarded and searched where the vessel is suspected of transporting drugs to the United States.

Another important advance in the improvement of our ability to interdict drugs on the high seas and at our borders is the December 1, 1981, enactment of Public Law 97-86, the Department of Defense Authorization Act of 1982. This new law requires the Secretary of Defense to promulgate regulations to establish when and how military resources may be requested and the criteria for approval of such requests and to resolve the issue of reimbursement for those services.

Within the Department of Justice we have taken significant steps to improve the federal drug law enforcement program. In January, the Attorney General announced the Department of Justice's initiatives to coordinate the drug enforcement efforts of the FBI and DEA. The Attorney General also has established a departmental committee to oversee the development of drug policy and to assure that all departmental resources, including its prosecutorial and correctional efforts, are effectively engaged in the effort against drug trafficking.

The balance of the Attorney General's announcements focused on the realignment of responsibilities in federal drug law enforcement. This reorganization provides for an infusion of FBI resources and expertise to enhance, without displacing, DEA's existing capabilities. The FBI resources will supplement those of DEA; a larger pool of agents in a greater number of locations around the country will be available for drug enforcement.

Furthermore, if the United States is to eliminate these large-scale criminal enterprises, we must destroy their financial bases. Asset removal is a high priority of this administration. In the short time it has been conducting drug-related financial investigations, DEA has realized increasing successes in seizing the assets of drug traffickers. Nevertheless, this area is one in which the FBI has developed considerable expertise.

Both DEA and the FBI are committed to making this realignment work. Many questions have been raised; some are easy to answer, others are not. Formal operating guidelines for both agencies are being developed. I believe that the guidelines will be specific enough to provide guidance, yet flexible enough to allow management of both agencies to develop practical, effective working relationships.

(continued on next page)

Many reservations and concerns have been expressed that the reorganization will detract from DEA's high-profile support for state and local enforcement efforts. This is not the case. DEA will continue to support its State and Local Task Force Program. It will be operated under DEA policy and direction to stimulate and provide support in investigations and prosecutions of drug violators.

Historically, DEA has conducted many training programs for state and local officers. We will be continuing the training program. Similarly, both the DEA and FBI have highly sophisticated forensic laboratory facilities that are utilized to varying degrees by state and local agencies. We will continue to support that component of our program to the extent that we are able.

This administration has instituted a new program to ensure that the needs of the local law enforcement community are met. Each United States Attorney has been directed by the Attorney General to establish a Law Enforcement Coordinating Committee (LECC). The purpose is to assess the crime problem of the district, establish crime fighting priorities, and decide how best to allocate resources (within federal agencies and between federal and state agencies) to attack these problems. Representatives of the federal law enforcement agencies and appropriate state and local law enforcement officials are members of the LECC. The committee is designed to reflect the needs of and be responsive to the criminal enforcement situation of the individual district.

Each of these initiatives addresses a different aspect of the overall drug control strategy. Our program to better coordinate the federal government's effort will ensure a more focused and effective attack on the important problem of drug trafficking. No crime problem is more important than drug trafficking and abuse. No problem is more challenging; I am confident that we are up to the tasks at hand. ■

AROUND the NATION

BALTIMORE, MARYLAND — Baltimore Mayor William Schaefer recently announced the start of a $200,000 public awareness campaign to combat vandalism in the city. Vandalism cost Baltimore businesses more than $22 million in 1981 in repairs, replacement of equipment, and security expenses, Mr. Schaefer said in making the announcement. The costs are passed on to consumers and taxpayers, he said, adding that vandalism costs schools $2 million a year and other city agencies more than half a million dollars a year. The aim of the campaign is to reduce vandalism in the city 25 percent in the first year through television and radio advertising, publication and distribution of information on how to protect homes, schools, and businesses from vandalism, and an anti-vandalism education program in the city's schools. The school program includes monetary rewards to schools having the most success in reducing vandalism. Neighborhood groups also are being organized to form youth clubs and security patrols.

BELVIDERE, ILLINOIS — Senior citizens in Belvidere are "alarmed" thanks to a program sponsored by the Belvidere Police Department. The department purchases and distributes to seniors a personal alarm called a "panic button." The alarm produces a shrill noise when activated. More than 300 elderly people who attended crime prevention seminars sponsored by the Belvidere police were given the alarms. The program already is credited with foiling a burglary. Further information about the program, "Senior Citizens 'Alarmed'," is available from William Villont, Crime Prevention Officer, Belvidere Police Department, 615 N. Main St., Belvidere, Ill. 61008.

ANNAPOLIS, MARYLAND — Anne Arundel County Police are helping citizens test their crime prevention savvy though use of a Crime Prevention Quiz Board. The portable exhibit has five true/false crime prevention questions. If citizens pick the right answer, a blue light appears on the board; a wrong answer sounds a buzzer and activates a red light. A crime prevention officer is on hand to explain the right answer to the citizen. Children who pass the quiz receive a badge and membership card into the McGruff Crime Prevention Club. McGruff, the crime dog featured in a national crime prevention campaign, is pictured on the quiz board. Anne Arundel police use the board in their crime prevention van at carnivals, county fairs, schools, and senior citizen centers. For more information, contact Lt. Robert Hendel at 301/987-4050.

Crime Rate Shows No Change In '81

Serious crime in the U.S. showed virtually no change in 1981 for the first time in five years, according to a report by the Federal Bureau of Investigation.

According to preliminary data compiled for the FBI's annual report of crimes reported to police, violent crime rose 1 percent last year, while property crime remained relatively stable.

FBI Director William Webster pointed out, however, that the volume of reported crime reached an all-time high in 1980 and that the stabilizing of reported offenses in 1981 should not diminish concern over the level of crime in this country.

Among the violent crimes reported, only robbery showed an increase—5 percent. Murder rates dropped 3 percent, aggravated assault fell 2 percent, and forcible rape declined 1 percent.

Of the property crimes reported, motor vehicle thefts dropped 4 percent; burglaries decreased 1 percent; and larceny-thefts showed no change.

Arson offenses, reported for the first time by the FBI, dropped 8 percent since 1980.

Serious crime increased 1 percent in the South, declined 1 percent in the North Central states, and remained unchanged in the Northeastern and Western states. ■

Copyright material has been deleted, not available for Microfiche Edition.

Rapid Response Thwarted

Citizens Delay In Reporting Crimes To Police

Police departments may have been misdirecting their efforts by concentrating on ways to reduce response time to serious crime instead of focusing on reducing citizen delay in reporting crime, says an NIJ-funded study.

"Calling The Police: Citizen Reporting of Serious Crime," in urging police departments to reconsider their efforts in trying to improve "on-the-scene" arrest rates, made these observations:

—Police departments must improve telephone call screening and the ranking of calls to which they respond to have any measurable effect on so-called on-scene arrest rates.

—The 911 emergency program is of marginal value in improving the on-the-scene arrest rate. Researchers said a call to the telephone operator instead of 911 delayed police response by only 10 seconds. The study suggested one police department number to receive all calls, saying this would remove doubt in some people's minds when it is proper to use 911.

—Law enforcement agencies should put more emphasis on getting citizens involved in community anticrime programs such as "Neighborhood Watch" to help them determine if a crime is occurring and whether an immediate call should be made to the police.

—Police departments should minimize the inconvenience to citizens for reporting crimes.

Four Sites Studied

The three-year study by the Police Executive Research Forum of Washington, D.C., was conducted in Jacksonville, Florida; Peoria, Illinois; Rochester, New York; and San Diego, California. NIJ provided $530,000 to support the research.

Research was based on interviews with more than 4,000 victims, witnesses, and bystanders in some 3,000 serious crimes, including aggravated assault, auto theft, burglary, larceny, rape, and robbery.

The study said citizens delayed reporting crimes because they debated whether to even make the call and encountered communications problems such as finding a phone and knowing who to call.

The report stressed that the decision-making process accounted for about 60 percent of the delay in reporting a crime, and communications problems accounted for about 20 percent of the delay.

The report discovered three basic reasons why citizens did not immediately report crime:

—Citizens first tried to verify that a situation involved a crime. They observed the situation and/or investigated the crime scene, telephoned someone not at the scene to acquire additional information, or sought such information by talking to another person at the scene—all of which delayed a call to police.

—Citizens sometimes took actions to help themselves cope with problems created by the crime. This included leaving the scene of the crime; speaking with someone to obtain assistance or support; chasing or restraining a suspect; or caring for a physical injury.

—Many citizens experienced conflict as to whether or not to call the police and tried to avoid making an immediate decision. They procrastinated, apparently hoping that the decision would become easier, and talked to someone at the scene or called someone for advice.

The report said that after all these conflicts are resolved, problems in calling the police still arise. It cited these examples: a phone was not readily available, the caller did not know the police telephone number, and the caller had trouble communicating with the police complaint taker.

Earlier Findings Confirmed

The study confirmed the findings of the original 1977 Kansas City study that concluded that the average citizen waits so long to report a crime that police have little chance to make an arrest at the scene no matter how fast the response.

The new study was designed to examine a cross section of American police departments and determine if the Kansas City findings were nationally representative. It confirmed that they were—refuting the skepticism of some police departments that the Kansas City findings were unique to that city.

The current study again showed that 75 percent of all serious crimes are "discovery" crimes—a person returning home to

Most serious crimes are "discovery" crimes that are unaffected by rapid police response.

find his house burglarized or car stolen—and that the on-scene arrest rate cannot be affected no matter how fast the police respond.

The study indicated that of the "involvement" crimes, the police only make on-scene arrests in 29 out of every thousand cases—largely because of citizen delay in reporting. The research said that if the caller who witnessed the crime waits more than one minute to call police, the police can have little measurable effect in making an on-scene arrest. Further, the report said, a wait of five minutes equals a wait of an hour.

In urging the police departments to concentrate on rating their calls, the study said police should make immediate responses only to in-progress crimes and incidents which could result in the prevention of injury and/or property loss.

Other calls for police service would be assigned lower priorities and would be handled by other methods, including delayed mobile response, response by appointment, telephone report-taking, mail-in reports, and other methods.

Public Education Needed

Conceding that it was a long-range project with possible marginal results, the police departments were nevertheless urged to re-educate the public about the necessity for immediate reporting of crimes or possible crimes and to offer the public reassurance.

The study said citizens were frequently worried about possible reprisals or the physical and financial problems caused by reporting a crime. These include having to make trips to police headquarters to identify mug shots and make appearances in court hearings and trials.

Police were urged to present higher visibility of victim-witness assistance programs that can keep citizens informed of court dates and in some cases provide transportation. Police were also urged to reassure citizens that although it occurred rarely they would be offered protection against any possible reprisals from persons they witnessed committing crimes.

Copies of the study are available at $10 each, prepaid, from the Police Executive Research Forum, Suite 400, 1909 K Street N.W., Washington, D.C. 20006. They are also available on an interlibrary loan plan from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850, telephone 301/251-5500. ■

$3.8 Million Awarded To Remove Juveniles From Adult Jails, Lockups

Seventeen sites have been chosen to participate in a $3.8 million OJJDP program to remove juveniles from adult jails and lockups.

"This effort should help local communities establish the workable alternatives to incarceration that Congress envisioned when it approved legislation to abolish mixing juveniles with adults," said Charles A. Lauer, the office's acting director.

OJJDP said about 479,000 juveniles are detained each year in more than 16,000 adult jails and lockups in virtually every state. Often they are subjected to substandard and unconstitutional living conditions, physical and sexual abuse, and have a suicide rate eight times higher than do juveniles confined in separate juvenile detention facilities or in the general youth population, the agency said.

Moreover, jailing juveniles with adult offenders compounds the already overcrowded situations in many jails, Mr. Lauer said. These problems prompted Congress to amend the Juvenile Justice and Delinquency Prevention Act in 1980 to require the removal of juveniles from adult jails and lockups by 1985, he said.

17 Awards Made

The following awards are being made:

- Colorado Division of Youth Services, for 15 counties $198,924
- Bolingbrook (Illinois) Police Department, 1 county ... $200,000
- South Carolina Division of Public Safety, statewide $189,022
- Montgomery County (Kentucky) Fiscal Court, 7 counties . $199,983
- Lee County (Alabama) Commission, 1 county $94,546
- Southeast Alabama Youth Services, Inc., 7 counties $201,396
- Arizona Department of Corrections, 8 Indian reservations $714,490
- Samaritan House, Inc., in Franklin, Louisiana, 3 parishes $204,800
- The Boys and Girls Aid Society of Oregon, 2 counties $200,000
- The Metropolitan (Portland, Oregon) Service District, 3 counties $200,000
- Administrative Director of the Courts, Hawaii, 3 islands $199,977
- Ozark Mountain Arkansas Rural Region Commission, 6 counties $200,000
- Western Arkansas County Judges Association, 5 counties $202,991
- Dodge-Fillmore-Olmstead (Minnesota) Community Corrections System, 3 counties $204,500
- Greater Egypt (Illinois) Regional Planning and Development Commission 15 counties $200,000
- Makah Tribal Council, Neah Bay, Washington, 1 Indian reservation $244,245
- Blackfeet Tribal Business Council, Browning, Montana, 1 Indian reservation $206,683

Jail Removal Plan

Each project has a jail removal plan that describes the existing juvenile justice system and proposes a strategy to provide 24-hour intake screening, specific detention or release criteria, and alternative residential and nonresidential programs for juveniles awaiting court appearances. Each site has established criteria for the release or detention of juveniles.

All criteria were developed from the state's juvenile code and utilizes the Standards for the Administration of Juvenile Justice promulgated by the National Advisory Committee for Juvenile Justice and Delinquency Prevention.

Plans developed for rural areas characterized by low populations incorporate multi-county participation and emphasize the adoption of existing youth services and new programs that will operate efficiently with a small number of referrals.

The Community Research Center of the University of Illinois at Urbana will coordinate the program.

Additional information about the program can be obtained by calling James Brown at the University on 217/333-0443. ■

Crime Hurts Not Only Victims, But A

Friends, relatives, or neighbors who aided crime victims either emotionally, physically, or financially suffered a very high rate of secondary or indirect victimization themselves, according to an NIJ study.

The study, "Victims and Helpers: Reactions to Crime," said 80 percent of the supporters suffered many of the psychological responses (increased fear and anxiety) as the victims.

The most common problems of the crime victims (three-fourths of the sample) were psychological, including fear, anxiety, nervousness, self-blame, anger, shame, and difficulty in sleeping.

These problems affected both victims of property crime (burglary) and victims of violent or personal crimes (robbery and assault).

A four-month follow-up interview of the victims found that although the severity of the crime-related problems had declined, half the victims still had problems.

The 26-month study was conducted in New York City by the Victim Services Agency of New York under a grant from NIJ. It included interviews with 274 victims and 152 supporters shortly after the crime. Four months later, 182 of the victims were reinterviewed.

The project investigated the reliance of crime victims on informal and formal social networks, the reasons and circumstances under which they turned to these networks, and the consequences of using this aid to the victims, their supporters, and the formal victim assistance efforts.

Financial Aid Burdensome

Some of the major findings:

—All but two of the 274 victims received some help from friends, relatives, and neighbors. When victims got all the help they needed, they adjusted better, regardless of the number of helpers they had.

—The victim's relatives, friends, and neighbors were best able to provide emotional support and least able to provide technical and legal assistance. Giving financial aid to crime victims was particularly burdensome for helpers.

—Formal assistance agencies had a limited impact on helping crime victims since only one in five victims knew of such agencies. However, three-fourths of those who did know of such agencies went to them for help.

—Indigent victims, ethnic minorities, and those who lived in the inner city or had limited education suffered more than other victims. They had more psychological and practical problems, their problems persisted longer, they were less likely to get needed help, and their helpers were particularly burdened in providing assistance.

—The study said that one of the "curious" responses to victimization that persisted long after the victims had apparently recovered from the crime was the taking of precautions to prevent further victimization. This action—adding new locks, or not going out at night—did not abate over time and extended to the acquaintances of crime victims.

Writing in the executive summary, project director Kenneth Friedman said, "During the last decade, crime has become the metaphor for fear and insecurity. In one way or another, every day each of us is aware of the threat of being a crime victim. Whether it is locking the door or crossing the street to avoid a threatening scene, our sense of potential victimization is always there.

"The ultimate fear is that we will become like Kitty Genovese, a victim screaming in the night on whom strangers turn their backs. As much experience has shown, the concern that city residents have about who would help them in a crisis is a real one." Ms. Genovese was stabbed to death on a New York City street in 1964. News accounts of her death said many people heard her cries for help but none came to her aid.

The New York neighborhoods studied included a high crime, low income neigh-

Most victims surveyed did not know of the existence of victims services agencies o

lso Those Who Come To Their Aid

borhood, the Fordham section of the Bronx; a moderate crime, moderate income neighborhood, Flushing, in Queens; and a high crime, mixed income neighborhood, Park Slope.

The cases studied came from a pool of 1,819 crime victims in the three neighborhoods. Of the 274 victims interviewed, 8 percent were assaulted, 29 percent robbed and 63 percent burglarized. Ten percent were 65 years old or older, slightly more than half were white and the rest were equally blacks and hispanics. About half earned more than $10,000 per year and 40 percent had at least some college education.

The victims' reported problems included: emotional reaction—including nervousness, self-blame, shame, anger, anxiety, and/or disturbed sleep—75 percent; fear of revictimization, 48 percent; financial problems, 32 percent; inconvenience in replacing or repairing property, 23 percent; use and enjoyment of lost object, 14 percent; sentimental value of lost object, 11 percent; and general loss of object, 11 percent.

y agency that could provide support.

"A major emotional response to crime was fear," the study said. "More than 60 percent of victims reported feeling 'very much' or 'somewhat' less safe in their homes and more than 40 percent felt less safe in their neighborhoods. After the crime, 60 percent of the 274 victims interviewed reported taking added precautions in their homes and 38 percent said they went out less at night. Twenty-four percent went out less during the day."

The most common form of help needed—lock repair—was mentioned by 40 percent of the victims. The types of help provided to the victims included: installing locks, borrowing money, staying with the victim, providing transportation, watching the home, help in getting to a doctor or hospital, providing a place to stay, help in shopping, legal assistance, escort service, counseling, and baby-sitting.

The study found that about 30 percent of the victims needs were unfulfilled and that victims from low socioeconomic groups were less likely than other victims to receive the help they needed

Police Aided Some

Two in five victims reported the police had lent significant assistance and one in five reported that the police "went out of their way" to help.

While the report said that a police officer was often the first person a victim came in contact with and that the officers usually lent assistance, most of the support the victims received came from other individuals—friends, relatives, neighbors, co-workers, and a few strangers.

Landlords were most often named by victims as those who could not or would not help.

The report said only 15 percent of the victims sought aid from service agencies. The failure to contact agencies was usually attributed to lack of awareness of their existence. Only 19 percent of the victims said they knew of any agency that could provide support.

Of victims seeking agency help, 5 percent sought aid from public assistance and 2 percent from the Housing Authority. Other agencies mentioned by one or two victims included: Social Security, senior citizen groups, the Victim Services Agency, and the New York State Crime Victim's Compensation Board.

Aid Requests Varied

Victims requested a wide variety of help from organizations: replacement of stolen benefit checks, food stamps, help with repairs, relocation assistance, insurance information, and help from housing agencies to pressure landlords to make repairs. Just over half the victims who requested agency assistance received the help they asked for. The report indicated that victim service agencies can provide aid to victims often not available from friends, neighbors or relatives. This can include crisis counseling, legal assistance, temporary shelter, or as an advocate with other agencies.

The report said that "Friends, relatives, and neighbors suffer hidden costs of helping victims."

For some supporters, "this meant feeling nervous or frightened, in others, increased suspicion of people, and in others, feeling less safe at home or on the street," the report said.

Nearly half of the supporters reported feeling uncomfortable when talking to the victim about the crime.

"In most cases," the report said, "this stemmed from the supporters' increased feeling of vulnerability. But the discomfort also reflected the level of distress of the victim. Supporters of low socioeconomic status victims experienced greater discomfort than others, apparently because they felt imposed upon by requests for money. Since they had low incomes themselves, the financial burden was falling on those who could least afford it."

About one-fourth of supporters believed that the victim "could have been a little more careful." This compared to 40 percent of the victims who felt that they, the victims, "could have exercised more care."

The complete study has not yet been published, but draft copies of the executive summary are available on interlibrary loan from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850, telephone 301/251-5500. ■

Crime Watch Popular Gallup Survey Shows

One of every six persons in the United States (17 percent) reports that his or her community now has some kind of organized, volunteer anti-crime program, according to a recent Gallup survey.

As many as eight in 10 Americans who do not presently have a crime watch program in their neighborhood would like to see such a program established, the survey reports. A large majority also say they themselves would be interested in joining a crime watch program.

The same survey shows that fear of crime is at a 17-year high.

To the question "Is there any area right around here—that is, within a mile—where you would be afraid to walk alone at night?" 48 percent of those surveyed in January 1982 said yes. In 1965, only 34 percent answered yes to that question.

The survey results are based on in-person interviews with 1,511 adults 18 years of age and older in more than 300 cities across the nation. ■

Copyright material has been deleted, not available for Microfiche Edition.

Publications

Energy In Law Enforcement, by Michael J. Foster, energy coordinator for the U.S. Park Police, published by Energy Forum, Inc. The cost is $19.95. To order, write: Michael J. Foster, Energy Forum, Inc., P.O. Box 840, Lanham, Md. 20706.

Legal Responsibility and Authority of Correctional Officers ($2.50) and **An Administrator's Guide to Conditions of Confinement Litigation** ($2.00), both published by the American Correctional Association. To order, write: American Correctional Association, 4321 Hartwick Rd., Suite L208, College Park, Md. 20740.

Evidence and a Sampling of Emerging Problem Areas in Criminal Defense, a 10-lecture series of audio cassette tapes produced by the American Bar Association's Criminal Justice Section. The cost is $94.00. To order, write: ABA Order Billing Department, 1155 E. 60th St., Chicago, Ill. 60637.

The Government Executive's Guide to Arson Prevention and Control: A Handbook on Information Systems and Action Programs, published by the U.S. Fire Administration, and **Report on the Arson Information Management Systems Conference,** prepared by the International Association of Arson Investigators and published by the Federal Emergency Management Agency. To order, write: Federal Emergency Management Agency, Washington, D.C. 20472.

Prosecution of Spouse Abuse: Innovations in Criminal Justice Responses; Court-Mandated Counseling for Men Who Batter; Cracking the Corporations: Finding Funding for Family Violence Programs; and, **Legal Help for Battered Women,** all published by the Center for Women's Policy Studies. To order, write: Center for Women's Policy Studies, 2000 P St., N.W., Suite 508, Washington, D.C. 20036.

Working the Street: Police Discretion and the Dilemmas of Reform, by Michael K. Brown, published by the Russell Sage Foundation. The cost is $18.00. To order, write: Russell Sage Foundation, 633 Third Ave., New York, N.Y. 10017.

Scientific and Expert Evidence, second edition, published by the Practising Law Institute. The cost is $60.00. To order, write: Book Publicity Manager, Practising Law Institute, 810 Seventh Ave., New York, N.Y. 10019. ■

OJJDP Announces 1982 Program Priorities

Programs dealing with serious or violent juvenile offenders are targeted for Special Emphasis priority funding in fiscal 1982, the Office of Juvenile Justice and Delinquency Prevention announced in the March 8 *Federal Register.*

Special Emphasis programs are discretionary grant programs designed to treat specific problem areas in juvenile delinquency and juvenile justice. Past years' initiatives have included New Pride diversion programs, youth advocacy programs, alternative education programs, and restitution programs, which are being funded to completion consistent with congressional action on the 1982 appropriation and the administration's phase out budget for 1983.

In fiscal 1982, OJJDP plans to allocate funds to programs that provide training to juvenile judges, prosecutors, police officers, correction officers, youth service workers, and program managers on handling serious violent juvenile offenders, gang members, and drug abusers. Training on managing alternatives to incarceration also will be sponsored.

OJJDP's National Institute for Juvenile Justice and Delinquency Prevention, which provides background research for Special Emphasis program development, will focus on:

—research and development programs designed to identify chronic juvenile offenders and factors related to the initiation and continuation of serious delinquent and criminal careers;

—research on the effects of juvenile criminal court processing of serious and violent juvenile offenders; and,

—the development and testing of programs to improve the efficiency and effectiveness of juvenile justice system prosecution and treatment of serious and violent juvenile offenders.

Research priorities also include the continuation of evaluations of restitution, replication of project New Pride, alternative education, and youth advocacy programs. These major Special Emphasis programs are scheduled for completion in fiscal 1982.

In addition, NIJJDP will continue funding for three national data collection projects: national juvenile court statistics; children in custody; and the development of automated juvenile justice information systems.

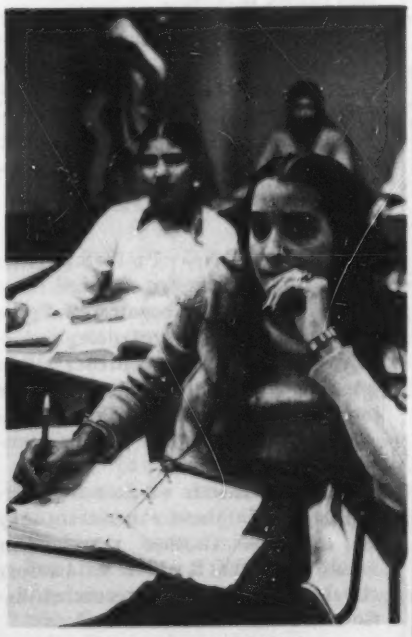
OJJDP technical assistance activities in FY 1982 will place priority on aiding serious and violent offender initiatives of state and local governments and furthering the existing statutory priorities of deinstitutionalization, separation of juveniles and adults in prison, and removal of juveniles from adult institutions.

Assistance to state and local governments in implementing juvenile justice standards also will be continued.

"The 1980 Amendments to the Juvenile Justice and Delinquency Prevention Act provides an impetus to programs for youth who commit serious and violent crimes," said Charles A. Lauer, OJJDP acting administrator, in commenting on the proposed funding plan.

"In addition, the Attorney General's Violent Crime Task Force made policy recommendations which suggest an appropriate funding role that would include justice programs for applied research, training, and national data gathering.

"The priorities for new categorical juvenile justice grant activities in fiscal 1982 will be consistent with these factors." ■



The youth advocacy, replication of project New Pride, alternative education, and restitution programs will be completed in 1982.

Views In The News

ENSURING AID FOR VICTIMS: "Recent efforts to maintain standards of decency in prisons result in an anomaly: A convict is thereby eligible for many state-paid benefits—psychological help, education, vocational training and medical care. But not his victim. The victim, who may desperately need some of the same services as a direct result of the crime, usually must fend for himself.

"That's why some localities have set up programs to offer crime victims counseling and help in applying for state assistance. The programs also give victims advice about testifying in court and take responsibility for notifying them, as well as other witnesses and the police, when trials are to begin, saving time and sparing frustration.

"Though judges, prosecutors and police officers praise these programs, they are threatened by federal cutbacks. Assemblyman Richard Gottfried wants New York state to put up enough money to make sure the victim programs continue. Well it should. Help for the victim is no expendable after-thought; in moral and practical terms, it is an essential part of the criminal justice process...

"[These programs] have earned the right to permanence. Humanity, efficiency and public respect for the law offer powerful justification for a larger investment. Official neglect compounds the trauma of crime."—*Editorial, The New York Times.*

SENTENCING PRIORITIES: "Last June, Baltimore city and three Maryland counties began a one-year experiment in using sentencing guidelines. Judges agreed to sentence within pre-determined guidelines—or to state publicly and in writing why not. Sentencing reform is a 'hot' idea in criminal justice...

"But for reasons we do not understand, the Maryland experiment may be extended another year... This would mean that it will be 1984 before conclusions are drawn, recommendations are made and action taken...

"One of the most important things that could be done in the war against crime is to employ sentencing guidelines in courts. The goal would be uniformity... The public wants the punishment to fit the crime and the criminal, not the whims of the judges...

"Some argue that without guidelines, judges let criminals go free, or serve only short sentences... It is also true that the unintended result of some judges being too harsh on non-violent criminals is over-crowded prisons, from which dangerous felons have to be let out. Actually, using guidelines that take prison capacity into account could lead to a kind of priority-setting for imprisonment—the most dangerous felons go in first and stay the longest when prisons are over-crowded. That is what the public wants, but is not getting at present. It cannot be accomplished unless there is some uniformity in sentencing."—*Editorial, The Baltimore Sun.*

SOMETHING FOR EVERYONE: "We all talk about the crime problem...

"We accuse our criminal justice system of 'coddling' criminals. We might even call a public official or two and let them know of our displeasure.

"But when it comes right down to it, we sit back in our chairs to watch and wait for someone else to take the initiative...

"There is something we can do at little or no cost to make our community a safer place in which to live.

"We refer to the National Sheriff's Association National Neighborhood Watch Program...

"The program is designed to make citizens aware of the steps they can take to make their homes more secure against burglary, to show how citizens can help each other protect their neighborhoods and to make local law enforcement agencies more effective in their fight against crime through citizen involvement and participation...

"We hope citizens will become interested in this program and consider its benefits to Orangeburg and Orangeburg County.

"A policeman cannot be assigned to watch every home, but helpful neighbors can keep an eye out for trouble.

"It would not cost anything but it could save property and lives."—*Editorial, Times-Democrat, Orangeburg, S.C.* ■

Together.

You and your neighbors can help.

Write to: Crime Prevention Coalition, Box 6600, Rockville, Maryland 20850

Copyright material has been deleted, not available for Microfiche Edition.

Moving?

Don't forget to write!

You can help us speed your change of address by clipping the label from your *News* and sending it with your address to:

Justice Assistance News
633 Indiana Ave., N.W.
Washington, D.C. 20531

Calendar

June 27-July 1: Terrorism in the 1980s, Toronto, Canada, and **Aug. 1-5:** Summer Camp Session: Martial Arts and Range Instructors, Winchester, Va., both sponsored by Richard W. Kobetz and Associates. Contact: Dr. Richard W. Kobetz, North Mountain Pines Training Center, Route 2, Box 342, Winchester, Va. 22601, 703/662-7288.

June 27-July 11: Policing and the Criminal Justice Systems of the Netherlands and the United States, Amsterdam, Holland, sponsored by the State University of New York at Albany. Contact: Professor Graeme R. Newman, School of Criminal Justice, State University of New York, 135 Western Ave., Albany, N.Y. 12222, 518/455-6284.

July 4-30: Management in the Courts and Justice Environment, Colorado Mountains; **July 18-21:** Adult Probation, Snowmass, Colo.; **July 25-28:** Reducing Trial Court Delay, Aspen, Colo.; and, **Aug. 8-13:** Juvenile Justice Management, Aspen, Colo., all sponsored by the Institute for Court Management. Contact: Institute for Court Management, 1624 Market St., Suite 210, Denver, Colo. 80202, 303/534-3063.

July 5-8: Sixth National Youth Workers Conference, Washington, D.C., sponsored by the National Youth Work Alliance. Contact: Conference Staff, National Youth Work Alliance, 1346 Connecticut Ave., N.W., Suite 508, Washington, D.C. 20036, 202/785-0764.

July 7-8: Art Theft Prevention, University Park, Pa., sponsored by The Pennsylvania State University. Contact: Pamela Frakes, Program Assistant, The Pennsylvania State University, Keller Conference Center, University Park, Pa. 16802, 814/865-9173.

July 11-30: Second Biennial Institute on Juvenile Justice in England and America, London, England, sponsored by the American University's School of Justice. Contact: Dean Richard A. Myren, Director, Institute on Juvenile Justice in England and America, School of Justice, The American University, Washington, D.C. 20016, 202/686-2532.

July 12-15: 8th International Forum on Traffic Records Systems, Las Vegas, Nev., sponsored by the National Safety Council and others. Contact: Ted E. Dudzik, Staff Representative, Traffic Records Committee, National Safety Council, 444 North Michigan Ave., Chicago, Ill. 60611, 312/527-4800, ext. 238.

July 12-15: Developing Police Computer Capabilities, Nashville, Tenn.; **July 19-23:** Supervisor Development, Denver, Colo.; **Aug. 2-6:** Management Controls on the Police Use of Deadly Force, San Antonio, Texas; and, **Aug. 9-13:** Police Records and Communications, Denver, Colo., all sponsored by the International Association of Chiefs of Police. Contact: IACP, Professional Development Division, Eleven Firstfield Rd., Gaithersburg, Md. 20878, 800/638-4085.

July 12-16: 4th Internal Affairs Workshop, Dallas, Texas, sponsored by the Southwestern Legal Foundation. Contact: Southwestern Legal Foundation, University of Texas, P.O. Box 707, Richardson, Texas 75080, 214/690-2377.

July 12-23: Basic Crime Prevention; **July 26-28:** Rape and Armed Robbery; and, **July 28-30:** Neighborhood Watch, all held in San Marcos, Texas, and sponsored by the Texas Crime Prevention Institute. Contact: Texas Crime Prevention Institute, Institute of Criminal Justice Studies, Southwest Texas State University, San Marcos, Texas 78666, 800/531-5007.

July 18-30: Trial Practice Institute '82, Houston, Texas, sponsored by the National College for Criminal Defense. Contact: National College for Criminal Defense, Bates College of Law, University of Houston, Houston, Texas 77004, 713/749-2283.

Sept. 8-9: Fourth International Congress on Child Abuse and Neglect, Paris, France, sponsored by the International Society for the Prevention of Child Abuse and Neglect and The French Association for Information and Research on Child Abuse and Neglect. Contact: The International Society for the Prevention of Child Abuse and Neglect, 1205 Oneida St., Denver, Colo. 80220, 303/321-3963.

people people people

Lee P. Brown, public safety director of Atlanta, has been named chief of the Houston, Texas, Police Department.

Mr. Brown has been public safety commissioner of Atlanta since 1978. Prior to that appointment, he was the county justice services director in Portland, Oregon. From 1975 to 1976, Mr. Brown served as sheriff of Portland. He began his law enforcement career as a San Jose police officer in 1960.

Mr. Brown also has taught criminology at Portland State University, where he helped establish a black studies center, and worked in criminal justice and urban affairs programs at Howard University in Washington, D.C.

Dr. Larry Hoover, assistant director for research and development at the Criminal Justice Center of Sam Houston State University, has been elected president of the Academy of Criminal Justice Sciences.

Dr. Hoover is an associate professor of criminal justice at Sam Houston State University. He also has taught at Michigan State University and served on the Michigan Law Enforcement Officers Training Council. He was a member of the Lansing, Michigan, Police Department for four years.

Dr. Hoover has published a number of articles on criminal justice issues.

U.S. Department of Justice
Office of Justice Assistance, Research, and Statistics
Washington, D.C. 20531

Official Business
Penalty for Private Use $300

Postage and Fees Paid
U.S. Department of Justice
Jus 436

$2 Million Awarded For Delinquency Prevention Activities

The Office of Juvenile Justice and Delinquency Prevention has awarded about $2 million to 13 private nonprofit, state and county youth programs throughout the nation to identify and help juveniles who are in danger of getting into trouble with law enforcement authorities.

The awards are a part of the Comprehensive Programs for High-Risk Youth promoted and supported by Act Together, a national nonprofit corporation that was formed to help local organizations provide comprehensive juvenile assistance services.

The funds came in part from the U.S. Department of Labor's Office of Youth Programs, which established an interagency agreement with the Department of Justice to coordinate federal and private youth initiatives.

Individual Awards

The individual awards were :

- $130,567 to the Colorado Outward Bound School in Denver;
- $150,000 to the Neighborhood Youth Association, Inc., in Los Angeles;
- $145,000 to New Life Services, Inc., in Cincinnati;
- $242,140 to the University of Minnesota Day Community in Minneapolis;
- $148,000 to the Lexington-Fayette Urban County Government's Division of Children's Services in Lexington, Kentucky;
- $150,000 to the Alabama Department of Youth Services in Mt. Meigs;
- $132,000 to The Shelter's Project Start in Seattle;
- $185,551 to the Youth Action Program in East Harlem, New York City;
- $152,504 to the Three Rivers Youth Program in Pittsburgh;
- $90,000 to the Henry Street Settlement in New York City;
- $299,996 to the National Medical Association Foundation Plan in Washington, D.C.;
- $150,000 to the Dispensario San Antonio in Ponce, Puerto Rico; and,
- $207,190 to The Bridge in Boston.

National Approach

Charles A. Lauer, acting director of OJJDP, said Act Together was created to develop a national approach for assisting high-risk juveniles based on solutions tried under various local conditions.

"Traditional education, employment and other service programs have not been sufficiently responsive to the needs of these youths," Mr. Lauer said. "Moreover, local organizations have found it to be quite difficult to put together programs that contain all the necessary elements to operate sophisticated, multi-service projects.

"We believe Act Together is the most effective vehicle for remedying this situation, and that is why we worked to create this program with the help of private organizations, including the Edna McConnell Clark Foundation, which provided $45,000 in start-up funds."

"There are currently more than 50 separate federal youth programs," he added. "We want to rationalize the U.S. government's activities. Act Together will identify those federal policies and regulations that hamper the effective planning and support for troubled youths and work with us to remove those obstacles."

OJJDP reviewed about 500 concept papers before selecting the final grantees. Approximately 25 groups were invited to submit detailed proposals, and the 13 best were selected for the grants, according to William Modzeleski, an OJJDP juvenile justice specialist.

Additional information about the grants can be obtained by calling Act Together in Washington, D.C., on 202/833-2395. ■

3/5

NEWARK PUBLIC LIBRARY

June/July 1982
Vol. 3, No. 5

U.S. Department of Justice

SEP 10 1982

U. S. GOVT. PUBS.
DEPOSITORY 376

OJARS
NIJ
OJJDP
BJS

Justice Assistance News

Prison Population Grew At Record Rate In 1981

The nation's prison population grew by a record 12.1 percent last year to reach 369,009 inmates in state and federal institutions, according to the Bureau of Justice Statistics.

"We believe the sharp increase can be attributed to recent change in sentencing laws and sentencing practices," commented Benjamin H. Renshaw, the bureau's acting director. "Mandatory imprisonment for certain offenses, especially violent crimes, and determinate sentencing, which generally precludes parole, are increasing the pressure on correctional administrators."

The bureau said the largest prison population increase since the statistics became available in 1925 brought the incarceration rate for sentenced prisoners from 139 per 100,000 U.S. residents to 154 per 100,000 population, a new record for the 56-year period that the data have been available.

The previous record growth rate was the 10.5 percent set in 1975.

Litigation Increased

The bureau's bulletin, "Prisoners in 1981," reported that last year the number of states under court orders to reduce crowding rose from 28 to 31, and the number of states in litigation over prison conditions rose from 32 to 37. In addition, states are increasingly dependent on local jails for substitute housing.

Only Michigan reported a decline in its prison population (1 percent), which was caused by an emergency rollback law that released prisoners before the completion of their sentences. Increases of less than 5 percent occurred in only seven states, Maine, Minnesota, New Mexico, North Carolina, Oregon, West Virginia, and Wyoming.

The bureau said that almost a third of the prisoner growth occurred in the nation's largest systems, California (4,698), New York (2,829), and Florida (2,503). Georgia, Texas, Maryland, and Illinois each had increases exceeding 1,600 prisoners.

The bulletin pointed out that during the past five years 37 states have passed mandatory sentencing laws and 11 have enacted determinate sentencing statutes. Both frequently result in longer average time served than do indeterminate sentences.

Many states have adopted more stringent parole regulations, and four have abolished parole completely, the bureau said.

Federal Population Rose

The number of federal prisoners grew by 16 percent, reversing a three-year decline begun in 1978 that had reduced the federal prison population by 25 percent, the bulletin said. It said federal authorities cited increased attention to bank robbery and drug offenses as the reason for the reversal.

The bulletin said that as of December 31, 1981, federal authorities were holding almost 6,000 inmates who had not been sentenced or who had short sentences. About 30 percent were Cuban and Haitian refugees detained by the Immigration and Naturalization Service.

To obtain copies of the bulletin or to be added to the bureau's mailing list write the Bureau of Justice Statistics, 633 Indiana Avenue, N.W., Washington, D.C. 20531. ■

J1.59:

In This Issue

Prison Population Grew At Record Rate Last Year 1

Varied Programs Aid Young Women In Trouble 3

Criminal Justice Statistics Dictionary Published 5

Seniors, Youths Both Benefit From Unique Delinquency Prevention Program 6

NIJ Research Briefs 8

Justice Assistance News

Published 10 times a year by the Public Information Office, Office of Justice Assistance, Research, and Statistics, in conjunction with the Bureau of Justice Statistics, National Institute of Justice, and Office of Juvenile Justice and Delinquency Prevention.

Joseph Krovisky, Director
Public Information Office

Anne R. Voigt, Editor

U.S. Department of Justice
Washington, D.C. 20531

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of Management and Budget through September 30, 1984. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING

Cooperation, Not Litigation, Is The Key To Prison Reform

The following is excerpted from an address by William Bradford Reynolds, Assistant Attorney General of the Department of Justice's Civil Rights Division, before the Association of State Correctional Administrators at the FBI Academy in Quantico, Virginia.

In May 1980, Congress enacted, and the President signed, the "Civil Rights of Institutionalized Persons Act." The significance of this Act cannot be underemphasized. Not only does it provide the necessary implementing legislation for the Department's activities in corrections law, it carefully spells out the standards, time-frames, and conditions that must be met prior to the initiation of any litigation. These standards and conditions will dictate the policies of the Department of Justice currently and in future years. Since the Department participates in a number of legal actions—and will certainly not ignore its enforcement responsibilities under the Act—the impact of those standards will certainly be felt at the state and local levels.

Facilities covered by the Act include jails, prisons or other correctional facilities, pretrial detention facilities for adults and juveniles, and certain other residential facilities for juveniles.

The Act authorizes the Attorney General to institute original actions or to intervene in existing actions. Before the Department of Justice can institute an action, or intervene in an existing action, it must satisfy itself as to several particulars.

First, the government must have "reasonable cause" to believe that the persons in the facility in question are being subjected to "egregious or flagrant conditions."

Second, the conditions in question must cause persons in the facility to suffer "grievous harm." Our experience indicates that "egregious or flagrant conditions" invariably go hand in hand with "grievous harm."

Third, the Department of Justice also must be able to conclude that the deprivation of rights in the facility is the result of a "pattern or practice" of denial, rather than an isolated or accidental incident.

In acquiring information, the Department may, as it has in the past, use the resources of the Federal Bureau of Investigation (in addition to tours by Civil Rights Division personnel and consultants). Prior to initiating the investigation, however, we must—once satisfied that the prison conditions signal a possible constitutional violation—first notify the governor and state attorney general, the facility director, and other appropriate officials of our intention. The notice is given at least seven days before the investigation.

The investigatory process typically involves a series of visits by our attorneys, agents, and experts. Often during this phase, institutional officials try to rectify the problems that led to involvement of the Justice Department in the first place. We welcome and encourage such efforts. I should caution, however, that a quick and complete resolution of the matter rarely develops during the investigatory period.

Assuming such an impasse and further assuming that the Department acquires sufficient information to support the commencement of litigation, the Act requires several official procedures prior to commencement of a lawsuit. First, the Department must make a "good faith" effort to consult with the governor, state attorney

(continued on page 4)

Varied Programs Aid Young Women In Trouble

"When one in a family has a problem, all members share the problem."

This is the motto and philosophy of "Caritas House," a program in Pawtucket, Rhode Island, that treats young women, ages 13 through 17, who have drug and/or alcohol problems.

"New Directions for Young Women" is a project in Tucson, Arizona, that serves young women between the ages of 12 and 25. Nearly all the women are pregnant, have experienced sexual abuse or incest, or are having severe family problems and have run away or are considering it.

"Project Hope" operates out of Albany, New York, and focuses on diverting female adolescents from the juvenile justice system so they don't have to be placed in long-term foster care.

"Crisis Homes" is a short-term, residential shelter facility for 12 to 17-year-old girls in Park Ridge, Illinois, that provides services to girls who have been turned away by other service agencies. It tries to help girls traumatized by physical, sexual, or emotional abuse, those with emotional disturbances, truants, girls who have run away from home, drug and/or alcohol abusers and others with self-destructive impulses.

Successful Programs Outlined

These are only four of numerous projects described in a booklet, "Programs for Young Women in Trouble," prepared by the Office of Juvenile Justice and Delinquency Prevention.

The booklet outlines successful and innovative national programs to aid in treating female runaways, court referrals, pregnant teenage girls, unwed mothers, rape or incest victims, victims of child abuse, or female teenagers who suffer alcohol or drug abuse problems. It is intended as a guide to those who wish to start similar programs.

In a foreword, Charles A. Lauer, acting OJJDP director, said the inadequacies and disparities suffered by young women in the juvenile justice system are more obvious than the solutions.

Mr. Lauer also said OJJDP supports the view, as outlined in the booklet, that responsibility for the care of such young women lies not only in themselves but also in the community.

He said most of the programs in the book received funding, at some point, from either OJJDP or the Law Enforcement Assistance Administration (LEAA).

New Directions for Young Women, for example, began in 1976 with funds from OJJDP. Its intent was to provide alternatives to secure confinement for young women in trouble and to advocate positive change within institutions and organizations that have the greatest effect on the lives of the young women.

Located in Tucson, Ariz., the program serves both urban and rural Pima County youth and is equipped to deal with girls from a broad range of ethnic, cultural, social, and educational backgrounds. In 1980, 42 percent of the young women served were Anglo, 31 percent Mexican American, 20 percent Native American, and 7 percent black.

Their average age was 16 and the average time spent with each young woman was about 14 hours per week. It aided 1,700 juveniles in 1980, providing services for young women who needed support, information, and guidance, rather than therapy.

Another project, Sojourn, Inc., in Northampton, Massachusetts, provided varied services for young women 13 through 21, who were either in danger of coming into contact with the juvenile justice system or were adjudicated as children in need of supervision for status offenses.

Independency Encouraged

The program deals with girls from diverse backgrounds: rural, industrial, or from the five-college area which encompasses Amherst, Hampshire College, Smith, Mt. Holyoke, and the University of Massachusetts.

The program focuses on teaching girls to draw on their own resources rather than encouraging dependency on therapy and treatment. Independent living skills are taught and the idea that the girls have power over their own lives is promoted.

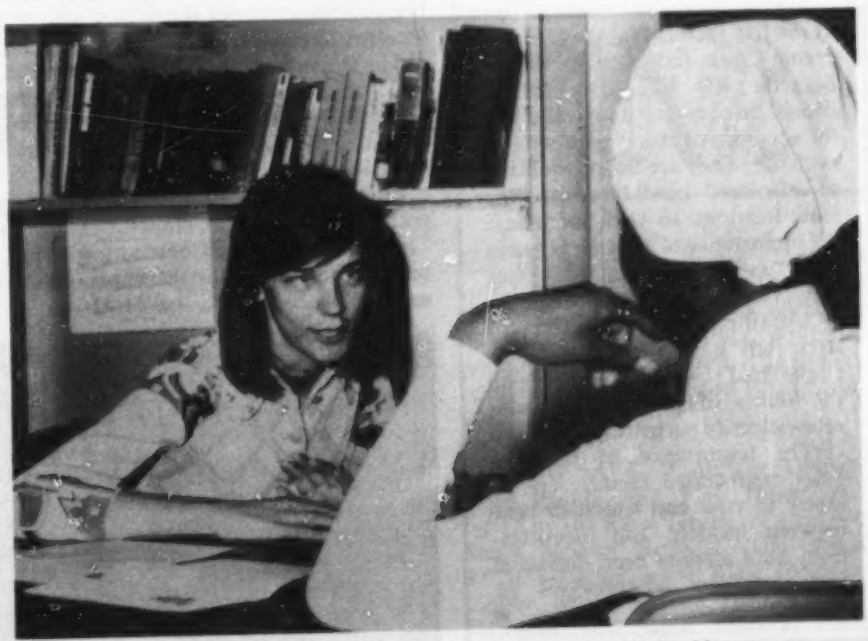
It encompasses these major service components:

—Foster care for young women unable to live with their natural families.

—Counseling, both in the Sojourn office and out in the communities.

—Educational-vocational workshops offered on a weekly basis.

Copies of the booklet are available on an inter-library loan basis from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■



The programs provide services for young women who need support and guidance.

GRANTS

NIJ

• $123,240 to the **South Carolina Division of Public Safety Programs** to assess sentencing reforms in the state.

The project will examine the process involved in initiating basic reform. It has three primary objectives: to derive a rational offense classification scheme based on relative severity that encompasses the state's 130 criminal offenses; to develop feasible sentencing guidelines that complement this offense classification; and, to design new guidelines to prevent an aggravation of an already serious prison overcrowding problem.

The research will involve an analysis of current sentencing practices statewide, an examination of several alternative approaches to guidelines construction, and a projection of the probable impact of these different alternatives on future sentencing rates, especially incarceration.

• $92,421 to **Florida State University's Department of Psychology** to study the factors that affect the accuracy of eyewitness identifications.

The research will examine three of the five factors that the U.S. Supreme Court indicated in Neil v. Biggers, 409 U.S. 188 (1972), should be considered in evaluating the accuracy of this type of witness evidence. They are the relationship of witnesses' confidence in their identifications to their accuracy, the importance of a match between witnesses' descriptions of perpetrators and of suspects subsequently identified, and the effects of stress during the incident (and particularly of "weapons focus") on the ability of witnesses to accurately identify perpetrators.

(The importance of the two other enumerated factors, opportunity to view and length of time between incident and identification, have already been measured and supported by previous research.) ■

Reynolds: Inmate Rights Protected

(continued from page 2)

general, and/or others, on the availability of federal resources that may aid the facility in correcting problems. Second, the Department must encourage appropriate officials to correct problems by "informal methods of conference, conciliation and persuasion." A certification must be filed with the court affirming that these steps have been taken, and the appropriate officials have had "reasonable time" to take action to correct the described problems.

The Department also must provide—and certify to the court—a 49-day written notice to the governor, state attorney general and other appropriate authorities, advising the following:

—The conditions which are causing the problems and the alleged pattern or practice of resistance.

—The supporting facts giving rise to the alleged conditions and pattern or practice.

—The minimal measures believed necessary to correct the conditions and the pattern or practice.

Only at the end of this notice period may the United States actually institute an action. The Attorney General must personally sign the complaint and the certifications.

Such procedures and requirements are intended to recognize one thing—the importance of harmonious federal-state relations. The Conference Report to the Act states that "Congress believes it is advisable to give states the primary responsibility for correcting unconstitutional conditions in their own institutions and to attempt to reach an agreement on the necessary remedies to correct the alleged conditions through informal and voluntary methods."

This Administration fully supports that policy, and will continue to pursue all non-confrontation avenues available to correcting problems. Litigation is deemed the least desirable option, and is the alternative of last resort.

The procedures and requirements I have described apply to the initiation of original actions by the United States. The United States also may intervene in existing actions, and many of the requirements for original actions also apply to interventions.

We feel that the Act provides a flexible and meaningful approach to a significant and highly complex problem. While the Department will not ignore its enforcement responsibilities under the Act, it will carry out its responsibilities in a manner fully sensitive to the practical difficulties facing the states and their localities.

The Department will thus carefully chart its course in observing its responsibilities under the "Civil Rights of Institutionalized Persons Act." As much attention as has been given to the conditions under which inmates function also will be given to potential damage to federal-state relations that may result from excessive federal intrusion.

Litigation will remain the avenue of last resort, and every reasonable effort at negotiation will be made. Nonetheless, for prisoners, the last resort is the Constitution. The provisions of the Constitution do not stop at the prison gate, and litigation concerning the applicability of its provisions must remain an available option, albeit an undesirable one. ■

Moving? Don't forget to write!

You can help us speed your change of address by clipping the label from your *News* and sending it with your new address to:

Justice Assistance News
633 Indiana Ave., N.W.
Washington, D.C. 20531

Criminal Justice Statistics Dictionary Published

The Bureau of Justice Statistics has published the second edition of a dictionary that will make it easier for people to collect, compare, and understand criminal justice statistics.

The dictionary defines various criminal justice terms contained in statistical reports issued by the federal government and provides criminal justice professionals precise terms and definitions for use in collecting statistics and other information.

BJS said that terms frequently used in criminal justice statistics often differ in meaning from one state to another. A jail, for example, may hold juveniles in some communities but not in others, and it may or may not hold prisoners serving sentences. Knowing this helps explain differences in jail populations in various states. Other terms that cause confusion include arson, court backlog, computer crime, illegal search and seizure, mandatory sentence, Miranda rights and release on bail.

By proposing model definitions, the dictionary encourages the production of more uniform and meaningful statistics in the future. For the present, the dictionary will alert data users to potential comparability problems. It notes, for example, in the entry for "recidivism" that "in statistical practice, a recidivism rate may be any of a number of possible counts of instances of arrest, conviction, correctional commitment, and correctional status changes, related to counts of repetitions of these events within a given period of time." Users of recidivism data need to be sure that the rates they want to compare measure the same thing.

The dictionary also helps data users in understanding criminal justice statistics that are commonly misunderstood. For example, in the definition of "court backlog" the dictionary notes, "backlog is not the same as pending caseload, which is the number of cases awaiting disposition in a given court. . . . The pending caseload of a court could be very large but not represent backlog if the rate at which that court can dispose of cases is sufficiently high that the cases can be disposed of within a reasonable period of time."

The "Dictionary of Criminal Justice Data Terminology" contains about 700 term entries. Most of them are terms used in the collection and publication of criminal justice statistics. Other terms defined are those that need to be understood to interpret the meaning of published data properly.

"We view this dictionary not only as a document that will assist in the future development of criminal justice statistics, but also as a key companion volume to the statistical reports we publish," said Benjamin H. Renshaw, acting BJS director.

"It contains much more information on the criminal justice system and how it operates than we could ever present in our statistical publications."

The dictionary was compiled under a $198,600 grant to SEARCH Group, Inc., a nonprofit organization, using an advisory committee representing federal, state, and local operating agencies and statistical services.

Single copies of the report may be obtained from the National Criminal Justice Reference Service, P.O. Box 6000, Rockville, Maryland 20850 (NCJ-76939). Multiple copies are sold by the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402. The cost is $7.50 a copy, and the stock number is 027-000-01160-8. ■

Publications

Judicial and Executive Discretion in the Sentencing Process: Analysis of State Felony Code Provisions, by Caroline S. Cooper, Debra Kelley, and Sharon Larson, published by The American University's Institute for Advanced Studies in Justice. The cost is $20.00. To order, write: The American University Law Institute, 5010 Wisconsin Ave., 3rd Floor, Washington, D.C. 20016.

Helping Offenders Find Meaningful Employment, by Meganne Root, published by Wilmington College. To order a free copy, write: Project Talents, Box 1291, Wilmington College, Wilmington, Ohio 45177.

The Directory of Juvenile and Adult Correctional Institutions and Agencies, The Probation and Parole Directory for the United States and Canada, and **The National Jail and Adult Detention Directory,** all published by the American Correctional Association. The cost is $25.00 for each directory, two for $40.00, or $60.00 for all three directories. To order, write: Marge L. Restivo, Assistant Director for Publications, ACA, 4321 Hartwick Rd., Suite L-208, College Park, Md. 20740.

Drug Enforcement, the journal of the U.S. Department of Justice's Drug Enforcement Administration. The cost is $8.00 per year and the stock number is 027-004-810010-8. To order, write: Superintendent of Documents, U.S. Government Printing Office, Washington, D.C. 20402.

BEING SAFE, Protecting Yourself, Your Family, and Your Home, published by the Rape Treatment Center of Santa Monica Hospital. The cost is $2.20. To order, write: Rape Treatment Center, Santa Monica Hospital, 1225 Fifteenth St., Santa Monica, Calif. 90404. ■

Seniors, Youths Both Benefit From Unique Juvenile

"Dear Granma: I am very sorry you were sick. I remember once when they pulled my teeth and it hurt and I cried. I am 14 now and I'm too old to cry and I miss you and love you and hope you are feeling better. Your loving grandson (name omitted)."

The above could be written by any typical teenage boy to his grandmother, but in this instance the relationship is far from typical.

The boy is a juvenile delinquent authorities feared might be a step away from a life of crime, while his 67-year-old "granma" is someone he never knew a year ago.

They came together through a unique juvenile delinquency prevention project involving volunteers in the Foster Grandparents Program (FGP).

Jointly Supported

The program has been so successful in helping this delinquent youth and others like him that the Office of Juvenile Justice and Delinquency Prevention (OJJDP) is jointly supporting the program with ACTION, the national volunteer agency, through May 31, 1983, at a cost of $81,502. ACTION initiated the program in Georgia five years ago.

Under the program, volunteer "grandparents," who must be at least 60-years-old, are assigned two delinquent youths whom they see two hours a day, five days a week. The Foster Grandparents offer counseling and guidance, help with school work, take the youths on field trips or to museums or sports events, and generally provide moral support.

The program not only helps the delinquent youths, but also the volunteers—many of whom feel they have nothing to do after retirement and sense a loss of direction in their lives.

"The one-to-one relationships developed between a young person and an older volunteer companion are tremendously beneficial to both old and young," said Thomas W. Pauken, director of ACTION. "A real bond develops that helps lead the young person away from a life of crime and gives the older volunteer meaning and purpose and a sense of being needed."

Charles A. Lauer, acting administrator of OJJDP, said the grant will provide 150 to 200 juvenile boys and girls in Georgia with 28 Foster Grandparents and 36 volunteers under another ACTION project, the Retired Senior Volunteer Program (RSVP).

More Programs Planned

He said a similar type of senior volunteer program has proved highly successful in Michigan. Additional pilot programs are planned for Louisiana and Washington State.

"Not only is this a joint venture with two federal agencies (Juvenile Justice and ACTION)," Mr. Lauer said, "but we view it as a joint venture against several social ills—the plight of the discarded juvenile as well as the plight of a lot of older Americans who perceive that society thinks they have no more meaningful role to serve."

To qualify, Foster Grandparents must be 60 years of age or older and have a low income. They receive $2,088 annually, plus a hot lunch each day, transportation, and insurance.

Bette Rosenzveig, juvenile justice specialist for the Georgia Department of Community Affairs, said the OJJDP grant would fund 15 ACTION Foster Grandparent and Retired Senior Volunteer Programs throughout Georgia in Atlanta, Thomasville, Augusta, Adel, Milledgeville, Gainesville, Hartwell, Canton, Fort Valley, Macon, Warner Robins, and Brunswick.

Ms. Rosenzveig said that in the past five years, the Foster Grandparents, using state funds, have worked with juveniles placed in Youth Development Centers (YDC)—a custodial or detention type of setting similar to a reform school.

The OJJDP-ACTION pilot program, however, will be geared towards having Foster Grandparents and the Retired Senior Volunteers work with juvenile delinquents in community-based settings.

"Some of the juveniles will be placed in group homes where they will be assigned to Foster Grandparents," Ms. Rosenzveig said, "and others will be in community day care centers. Some kids will just stay in their own homes." They will be matched with juvenile delin-

e Delinquency Prevention Program

quents on an individual basis—depending on need. In some cases, they will work with the juvenile as long as eight hours a day, and, in others, just one or two hours a week—depending on need. These volunteers are supported by $115 per year spent for out-of-pocket expenses, insurance, transportation, and recognition of their service.

David Dammann, Georgia ACTION director, said the program has engendered improved self esteem for both juveniles and the volunteers.

'Generation Gap' Bridged

"We have found that we have bridged a generation gap," Mr. Dammann said. "Kids view their immediate parents as authority figures—the ones they are always arguing with and resisting. But they have developed a warm feeling for their Foster Grandparents that is almost always reciprocal.

"There are many side effects to the programs. We have found it costs about $12,000 per year to keep a person—juvenile or elderly—institutionalized in our state. We find that the older Americans in the program, by their activities and sense of accomplishment, feel mentally and physically healthier, keep themselves active and have something to look forward to when they wake up each day—the same kind of challenge that kept them going when they were younger. This acts as a catalyst to keep the volunteers out of institutions.

"We calculate that each Foster Grandparent may see as many as four youths in the course of a year. If the four juveniles are being kept out of institutionalized settings, you are saving $60,000 per year, per Foster Grandparent."

Ms. Rosenzveig said the kids will range in age from 10 up to 20, with the majority being in the 13 to 15-years-old bracket.

"The juveniles will be a real cross section—court referrals—and will include serious offenders," she said.

Ms. Rosenzveig said the program is based on the concept that the older people have a lot of life experiences that they can pass on to the younger generation.

Ms. Rosenzveig said the 36 Retired Senior Volunteers must also be at least 60 years of age, but there is no criterion that they have a low income. Mr. Dammann cited examples of the respect shown for the Foster Grandparents by the juveniles to whom they are assigned.

Runaways Aided

He said that at the Augusta Youth Development Center there was a control group of about 70 juveniles that had a high rate of runaways, averaging about 20 per year. Foster Grandparents were assigned to assist with the control group and there was not one runaway in five years.

Mr. Dammann said he has personally been to a prison where he witnessed guards in their guard boxes, apparently reluctant to go in and mix with tough youths ranging up to 21 years of age. But inside, sitting at tables and playing cards and dominoes with the inmates were the Foster Grandparents, oblivious of any danger despite some being in their 70's and even 80's.

Persons interested in further details of the program may write to Ron Laney, Office of Juvenile Justice and Delinquency Prevention, 633 Indiana Avenue N.W., Washington, D.C. 20531, or Joan Kelley, ACTION, 806 Connecticut Avenue, N.W., Washington, D.C. 20525. ■

Research Briefs

National Institute of Justice

Focus

Variation in Case Processing Decisions Less than Believed, NIJ Study Concludes

Prosecutors, when presented with a set of hypothetical cases, showed high levels of agreement in their decisions about how cases should be handled, a new NIJ study reports. Decisions about screening, charging, plea or trial, and case disposition were based on formal criteria, uniformly applied, the researchers found.

The effects of the broad latitude granted prosecutors have long been debated. Contrary to widespread concern about variations in treatment of similar cases, the NIJ study concluded that prosecutors exercise their discretionary powers in a rational and consistent manner.

Prosecutorial Decisionmaking, conducted by the Bureau of Social Science Research, sought to determine how prosecutors actually exercise their authority on a case-by-case basis. The emphasis was on treatment of routine cases, rather than the more visible, and more unusual, "dramatic" case. Prosecutors and their assistants in 15 jurisdictions, or 855 attorneys in all, were asked to select decisions about a standardized set of cases, beginning with screening and on through successive phases to the disposition of the case.

Taken as a whole, a high level of agreement among the attorneys was especially apparent within offices, but it also transcended not only office policies but state boundaries as well.

The uniformity of the decisions was due to an overall reliance on formal criteria, the study found. These were: the seriousness of the case, the legal-evidentiary strength, and the defendant's criminal history.

Differences among the prosecutors were a matter of degree, the relative weighing of factors rather than their outright exclusion. One prosecutor, for example, might place more emphasis on the defendant's use of a gun whereas another might attach more importance to the criminal record.

Among all the offices in the sample, prosecutors showed the greatest consistency in the priority level—on a scale from 1 to 7—that they would assign each case and the sanction—whether incarceration or a lesser punishment—that they deemed appropriate.

Variation among offices did occur, however, in the specifics of case disposition. This stemmed partly from differing policies, the study reported. Whether a case would be plead or tried, when it would reach disposition (before, or on the day of the trial, for example), and whether charges would be reduced were linked to office practices. As examples, the study cited the rigorous screening policy of one office which resulted in a majority of cases going to trial, whereas the higher intake rate in another office boosted the number of pleas, reserving trial resources for the more serious cases.

Despite such policy differences, general patterns emerged from the sampling that transcended office boundaries. Overall, the serious cases were likely to be tried, the less serious to be pled. Charges were apt to be reduced in a negotiated settlement if the case was complex—involving financial transactions, for example—or if the defendant confessed.

Conversely, charges were less likely to be reduced in cases involving a gun or when the defendant and the victim were related. In relation to the latter finding, previous research has suggested that the victim's relationship to the defendant contributes to case attrition. Although this was evident in the ini-

Highest levels of agreement on treatment of hypothetical cases were exhibited by prosecutors within offices, NIJ study reports.

tial intake decision, the opposite was true in charge negotiations, the victim presumably demonstrating by this stage a desire to stick with the case until sanctioning.

In setting charges, criminal history had a negligible influence; legal-evidentiary strength exerted the strongest influence. Of the factors incorporated in the study's measurement of legal-evidentiary strength, constitutional problems proved the largest hurdle to charging, more so than factors related to the complexity of the case, the testimonial strength, or the circumstances of the arrest.

Criminal history did affect negotiated settlements. A plea to lesser charges was highly unlikely if the defendant had a serious record. Conversely, severity of the offense was not a factor in charge reduction unless a weapon was used, in which case a lesser charge was highly unlikely.

Just as accord among all offices was especially high for decisions about intake, priority, and sentence, it was even higher for these same decisions within a single office. Less agreement within an office was evident for predictions about case disposition (plea or trial) and at what stage a case would be settled.

Those areas showing the greatest consistency generally are those that fall within the prosecutor's control, the study noted. Case screening and priority are solely the prosecutor's, and incarceration is imposed in only the most serious cases. However, decisions about case disposition are influenced by circumstances outside the prosecutor's control, hence their outcome is harder to predict.

Prosecutorial Decisionmaking: A National Study is available on loan or on microfiche from NIJ's National Criminal Justice Reference Service, Box 6000, Rockville, Maryland, 20850. *The Standard Case Set: A Tool for Criminal Justice Decisionmakers* and *Policy and Prosecution,* which were produced under the project as well, are also available on loan or microfiche from NCJRS.

. . . in Progress

Unsolicited research program supports innovative projects

Many verdicts are reached on the strength of eyewitness testimony. Not only juries but other parts of the criminal justice system rely heavily on eyewitness accounts, but without an assurance that the testimony is accurate.

The reliability of eyewitness identification is the subject of one of the studies recently funded under the NIJ Unsolicited Research Program. Dr. John Brigham of Florida State University will examine the validity of factors identified in *Neil v. Biggers,* in which the Supreme Court established guidelines for evaluating eyewitness testimony. The findings are expected to lead to development of better measurement techniques to ensure the initial accuracy of eyewitness identification.

The NIJ Unsolicited Research Program is designed to ensure that significant projects or innovative approaches to criminal justice research are not overlooked. Although the bulk of NIJ funds are devoted to programs included in its annual plan, a limited amount of funds is set aside for worthwhile projects that are not necessarily part of the current research agenda. Among the types of projects that are encouraged are relatively small projects for which there are few alternative funding mechanisms, exploratory studies in areas where there has been little previous work, and research aimed at developing practical responses to criminal justice problems.

The relationships of age, time period, and cohort influences to individual offense rates over time will be explored in another study under the program. Dr. David Greenberg of New York University is analyzing one data set covering a 20-year period (1960-1979) for offenders 15-64 years old and another on offenders 14-24 years old for the 1970-1979 decade. The first data set will yield a broad picture of the relationship of age to arrest rates, and the second will provide a more detailed analysis about the critical years of late adolescence.

Data gathered in the aftermath of inmate rioting in three Michigan prisons will be analyzed by Dr. Bert Useem, University of Illinois at Chicago Circle. The surveys of correctional officers and inmates were conducted after a "shakedown" by prison guards preceded the rioting, which spread to two other prisons. The study will analyze factors associated with collective actions by correctional officers and inmates.

Dr. David Nurco of the Friends Medical Research Center, Baltimore, Maryland, will examine patterns of criminality among narcotic addicts. His analysis will draw on a sample of 243 male addicts, including information on their criminal activities, drug use and socio-demographic characteristics. Based on measures for the addicts' days-at-risk for theft, violence, drug-dealing and other offenses, Dr. Nurco will analyze the impact of arrest and incarceration on criminal activity.

Guidelines on eligibility, funding and other details of the Unsolicited Research Program are set forth in a solicitation, available from NIJ's National Criminal Justice Reference Service. The deadline for the current funding cycle is December 1, 1982. Readers interested in submitting a proposal for this funding cycle of the program should write NCJRS to be added to the mailing list for the solicitation.

Announcements

NIJ bookshelf

The following reports are among those recently published by NIJ. They are available from the Superintendent of Documents, Washington, D.C. Send check or money order directly to Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402.

Decriminalization of Public Drunkenness; stock number 027-000-01161-6; $7.50. This report traces the implementation of public policies on public drunkenness, examines alternative policies, and reports on recent innovations in dealing with the problem.

Employment and Crime: A Review of Theories and Research; stock number 027-000-01158-6; $7.00. A review and analysis of literature on relationships between employment and crime, this report draws on research in economics, sociology, anthropology as well as recent evaluations of manpower programs for criminal justice populations.

Police Research Catalog: 1969-1981; stock number 027-000-01163-2; $7.50. This is a compilation of police-related research supported by NIJ during the 1970's.

Weapons, Crime and Violence in America: Literature Review and Research Agenda (stock number 027-000-01156-0; $11.00) and *Annotated Bibliography* (stock number 027-000-01155-1; $7.50). These two volumes are background material for research on weapons and violent crime.

Sentencing Guidelines: Structuring Judicial Discretion—Analytic Basis for the Formulation of Sentencing Policy (stock number 027-000-01165-9; $7.50) and *Establishing a Sentencing Guidelines System* (stock number 027-000-01166-7; $7.50). These volumes are a technical guide for developing a sentencing guidelines model and a set of directions for testing and implementing a guidelines system.

NIJ renews research on career criminals

NIJ will launch a new phase in research on the career offender. The inquiry will build on previous criminal career research, a long-standing NIJ priority.

Criteria for identifying the violent chronic delinquent and the adult career offender are among the topics that could be addressed this year. The career offender's involvement in stranger-to-stranger violent crimes and prediction of violent criminality are other possible topics.

Prosecutorial criteria for identifying the chronic offender are among the areas of career criminal research that warrant investigation.

Additional areas warranting investigation include the prevalence of career offenders with records of serious chronic delinquency, the relationships of age to individual crime rates and individual sanctions, the onset and termination of criminal careers, crime switching versus specialization, and the recruitment and replacement of gang members.

A total of $750,000 has been allocated for the FY 1982 phase of the program, which could support six to eight projects. The solicitation, which was widely disseminated, set a deadline of June 19, 1982 for preliminary proposals. Awards should be made by September 30, 1982.

Courts to test review procedures for death sentences

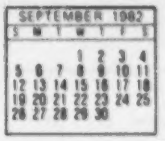
Appellate courts in Georgia, Louisiana and South Dakota will participate in research to develop workable approaches to appellate review of capital punishment cases. The study will be conducted by the National Center for State Courts under a $208,742 grant awarded last month by NIJ.

The Supreme Court requires that appellate courts ensure that imposition of the death sentence in a particular case is "proportionate"—that it is consistent with sentences imposed upon similar offenders in similar cases. While a few states have developed systematic procedures for determining similarities in such cases, the Supreme Court has overturned a number of recent cases because of inadequate review techniques.

"This project will apply NIJ research in a real-world setting, helping the appellate courts to deal with a crucial problem," Acting Director James L. Underwood said. "We anticipate that the procedures developed and tested will not only aid judicial decisionmaking in the three participating states, but offer a model that can be adapted to the particular circumstances of any state."

Products of the research will include prototype data collection instruments, records management systems and procedures, as well as an implementation guide for appellate courts.

Calendar



Aug. 1-5: Summer Camp Session: Martial Arts and Range Instructors, Winchester, Va.; **Aug. 22-25:** Aviation Security: General and Corporate, Chicago; **Aug. 29-Sept. 1:** Operational Intelligence for Security Directors, Atlantic City, N.J.; **Sept. 19-22:** Women and Violence, Atlanta, Ga.; and, **Sept. 26-29:** Hostage and Kidnap Negotiations, Winchester, Va., all sponsored by Richard W. Kobetz and Associates. Contact: Dr. Richard W. Kobetz, North Mountain Pines Training Center, Route 2, Box 342, Winchester, Va. 22601, 703/662-7288.

Aug. 2-6: Management Controls on the Use of Deadly Force, San Antonio, Texas; **Aug. 9-13:** Police Records and Communications, Denver, Colo.; **Aug. 16-20:** Developing Administrative Staff Skills, Philadelphia, Pa.; **Aug. 23-27:** Police Labor Relations, Portland, Maine; **Sept. 1-3:** Police Fleet Management, Nashville, Tenn.; **Sept. 13-17:** Administration and Management of Small Police Departments, San Diego, Calif.; **Sept. 20-23:** The Civil and Vicarious Liability of the Police, Columbus, Ohio; **Sept. 20-24:** Police Planning and Research Methods, Nashville, Tenn., and Allocation and Distribution of Police Manpower, Dallas, Texas; and, **Sept. 27-30:** Shooting! Classroom and Range Instruction, Allison Park, Pa., all sponsored by the International Association of Chiefs of Police. Contact: IACP, Professional Development Division, Eleven Firstfield Rd., Gaithersburg, Md. 20878, 800/638-4085.

Aug. 8-13: Juvenile Justice Management, Aspen, Colo.; **Aug. 22-25:** Managing Rural Courts, Snowmass, Colo.; and, **Sept. 12-17:** Information Systems, Denver, Colo., all sponsored by the Institute for Court Management. Contact: Institute for Court Management, 1624 Market St., Suite 210, Denver, Colo. 80202, 303/534-3063.

Aug. 15-19: 112th Congress of Correction, Toronto, Ontario, Canada, sponsored by the American Correctional Association. Contact: ACA, 4321 Hartwick Rd., Suite L-208, College Park, Md. 20740, 301/699-7600.

Aug. 17-19: Locks and Safes, El Paso, Texas; **Aug. 24-26:** Residential Security Inspection, Dallas-Fort Worth Metroplex; and, **Sept. 13-17:** Basic Crime Prevention, Fort Bend County, Texas, all sponsored by the Texas Crime Prevention Institute. Contact: Texas Crime Prevention Institute, Institute of Criminal Justice Studies, Southwest Texas State University, San Marcos, Texas 78666, 800/531-5007.

Aug. 30-Sept. 3: Legal Procedures, Atlanta, Ga., sponsored by the Georgia Police Academy. Contact: Ms. Tobie Oliver, Registrar, Georgia Police Academy, P.O. Box 1456, Atlanta, Ga. 30371, 404/656-6105.

Aug. 30-Sept. 3: Accident Investigation Photography; **Sept. 13-17:** Police Officer Survival Course; **Sept. 13-24:** Supervision of Police Personnel and On-Scene Accident Investigation; **Sept. 21-Oct. 1:** Homicide and Major Crime Scene Investigation Seminar and Police Traffic Radar Instructor Training; and, **Sept. 27-Oct. 15:** Technical Accident Investigation, all held in Evanston, Ill., and sponsored by The Traffic Institute. Contact: Registrar, The Traffic Institute, Northwestern University, 555 Clark St., P.O. Box 1409, Evanston, Ill. 60204, 312/492-7245.

Sept. 7-11: Intensive Management Training Program for Juvenile Justice Personnel, North Andover, Mass., sponsored by the Juvenile Justice Management Training Program. Contact: JJMT, P.O. Box 348, Back Bay Annex, Boston, Mass. 02117, 617/267-1573.

Sept. 8-9: The Fourth International Congress on Child Abuse and Neglect, Paris, France, sponsored by the International Society for Prevention of Child Abuse and Neglect and the French Association for Information and Research on Child Abuse and Neglect. Contact: International Society for Prevention of Child Abuse and Neglect, 1205 Oneida St., Denver, Colo., 80220, 303/321-3963.

Sept. 20-24: Forensic Pathology: The Investigation of Violent Death, Lansing, Mich., sponsored by Michigan State University. Contact: Criminal Justice Training, Michigan State University, 560 Baker Hall, East Lansing, Mich. 48824, 517/353-5482.

Sept 21-23: Police Interviews and Interrogation Workshop, Jacksonville, Fla., sponsored by the Institute of Police Traffic Management. Contact: IPTM, University of North Florida, 4567 St. Johns Bluff Rd., S., Jacksonville, Fla. 32216, 904/646-2722.

Sept 23-26: Investigative Hypnosis Seminar, Washington, D.C., sponsored by the Law Enforcement Hypnosis Institute, Inc. Contact: Dr. Martin Reiser, Law Enforcement Hypnosis Institute, Inc., 303 Gretna Green Way, Los Angeles, Calif. 90049, 213/476-6024.

Sept. 24-25: Domestic Terrorism and Outlaw Motorcycle Gangs Seminar, Brookfield, Ohio, sponsored by the Brookfield Police Department. Contact: Patrolman J.C. Mitchell, Brookfield Police Department, 6844 Strimbu Dr., Box 21, Brookfield, Ohio 44403, 216/448-4045.

Oct. 4-8: 5th Annual International Crime Prevention Conference and Exposition, Des Moines, Iowa, sponsored by the International Society of Crime Prevention Practitioners. Contact: 5th Annual International Crime Prevention Conference, P.O. Box 713, Oakton, Va. 22124, 703/620-4454.

Oct. 7-9: 6th National Conference on Medical Care and Health Services in Correctional Institutions, Chicago, sponsored by the Jail Health Care Accreditation Program. Contact: American Health Care Consultants, Inc., McClurg Court Center, Tower B, Suite 2902B, 333 E. Ontario St., Chicago, Ill. 60611, 312/440-1574. ■

U.S. Department of Justice
Office of Justice Assistance,
Research, and Statistics

Official Business
Penalty for Private Use $300

Postage and Fees Paid
U.S. Department of Justice
Jus 436
THIRD CLASS
BULK RATE

Washington, D.C. 20531

people people people people

Reuben M. Greenberg has been appointed chief of the Charleston, South Carolina, Police.

Mr. Greenberg was deputy director of the Florida Department of Law Enforcement Division of Standards and Training before his appointment in Charleston. He was chief of police of Opa-Locka, Florida, from 1978 to 1979 and has served with the Orange County, Florida, Sheriff's Department, and the Savannah, Georgia, Corvallis, Oregon, and San Francisco police departments. He also taught at Armstrong State College in Savannah and the University of North Carolina at Chapel Hill and was a consultant to a number of law enforcement agencies around the country.

Raymond K. Procunier, former head of the California prison system, has been named Virginia's director of corrections.

Mr. Procunier began his career as a prison guard in Chino, California, and worked his way through the ranks. He served as corrections director in Utah in the late 1950's before being appointed director of the California correctional system in 1967, serving under former Gov. Ronald Reagan. He later was appointed to head the California parole board under Gov. Jerry Brown and served as chief administrative officer of California's health department.

Billy D. Prince has been appointed chief of the Dallas Police Department. He succeeds **Glen King,** who retired in late March after suffering two heart attacks.

A Duncan, Oklahoma, native, Mr. Prince joined the Dallas Police Department in August 1964 and quickly rose through the ranks. He was promoted to sergeant in 1969 and assigned to duty in the patrol and community services divisions. In 1979 he was promoted to lieutenant and in 1973 to captain. He became deputy chief in 1978 and was commander of the Southwest Patrol Division until his appointment a year later to assistant chief. He headed Special Services before taking charge of the Patrol Bureau in 1980.

George E. Gantner, medical examiner for the city and county of St. Louis, Missouri, has been elected president-elect of the American Academy of Forensic Sciences.

Dr. Gantner is a native of St. Louis, Missouri, and a graduate of the St. Louis University School of Medicine. In addition to serving as medical examiner for St. Louis, he is a professor of forensic and environmental pathology at the St. Louis School of Medicine.

Dr. Gantner will take office as president of the Academy in July 1983. ■

3/6

NEWARK PUBLIC LIBRARY

SEP 22 1982

U. S. GOVT. PUBS.
DEPOSITORY 376

August 1982
Vol. 3, No. 6

U.S. Department of Justice

OJARS
NIJ
OJJDP
BJS

Justice Assistance News

1981 Death Row Population Reaches Record High

The nation's death row population grew by 150 last year to reach a record 838 prisoners, according to a Bureau of Justice Statistics (BJS) survey. The number of men and women under death sentences was higher at the end of 1981 than at any time since the national count began in 1953.

As of December 31, the total of those waiting to be executed included 11 women and 47 Hispanics. Blacks accounted for 41 percent of the death row inmates. Members of races other than white or black accounted for 1 percent of the group.

All of the prisoners currently under a death sentence were convicted of homicide except for two Florida inmates who were found guilty of "sexual battery of a female child, age 11 or under."

The reason for the rise was that three times as many prisoners were added to death row last year as were taken off, the bureau said in its bulletin, "Death Row Prisoners 1981."

Benjamin H. Renshaw, III, acting director of the bureau, said that the number of persons on death row has been rising steadily for five years as more and more states enact capital punishment statutes "that have passed federal or state constitutional muster." However, during this period only four persons were executed, including three who chose not to exhaust their appeal rights.

He said a similar death row buildup occurred during the 1960s, but all these people were removed after the U.S. Supreme Court's *Furman* v. *Georgia* decision, which held that states were sentencing offenders to death through unconstitutional proceedings.

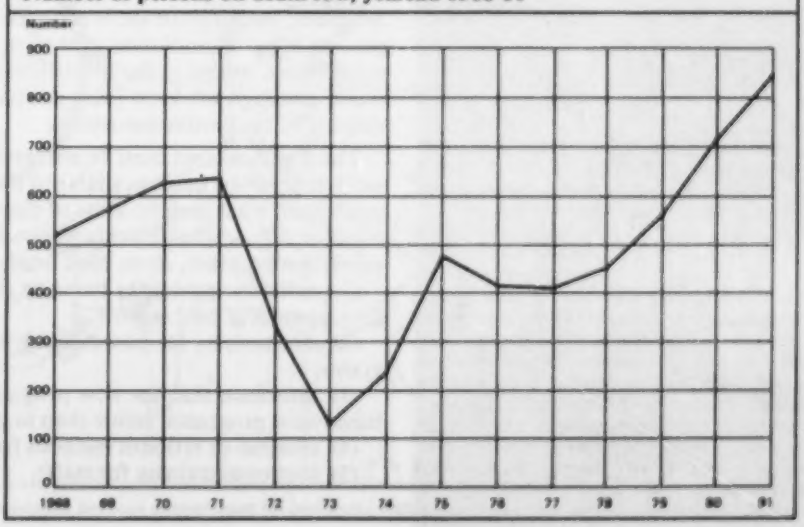
"Now once again time is running out for a large proportion of individuals awaiting capital punishment," Mr. Renshaw said. "States have drafted and redrafted capital punishment measures, and the Supreme Court is overturning fewer and fewer" of them.

During 1981 Ohio enacted a new capital punishment law to replace one the U.S. Supreme Court had declared unconstitutional in 1978, and in Oregon the state supreme court declared that state's death penalty law was unconstitutional.

There were 36 states with a death penalty in effect as of last December 31. Twenty-eight states had prisoners awaiting execution, and of these, 25 sentenced one or more people to death during the year.

Single copies of the bulletin may be obtained by writing the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

Number of persons on death row, yearend 1968-81



J 1.59:

In This Issue

Death Row Population Reaches Record High 1
Comprehensive Laws Needed To Reduce Fraud 3
Cost Analysis Helps Improve Police Productivity, Effectiveness 4
Law Enforcement Coordinating Committees Meet 5
Juvenile Justice Advisory Committee Members Sworn In . 6
States Must Improve Plans For Removing Juveniles From Adult Jails 7
McGruff: A National Symbol For Crime Prevention 8
Few Resources Exist To Meet The Needs of Handicapped Inmates 11

Justice Assistance News

Published 10 times a year by the Public Information Office, Office of Justice Assistance, Research, and Statistics, in conjunction with the Bureau of Justice Statistics, National Institute of Justice, and Office of Juvenile Justice and Delinquency Prevention.

Joseph Krovisky, Director
Public Information Office

Anne R. Voigt, Editor

U.S. Department of Justice
Washington, D.C. 20531

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of Management and Budget through September 30, 1984. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING

Mediation: A Boon To The Community And The Judiciary

The following is excerpted from an address by Lawrence H. Cooke, chief judge of the State of New York, at a seminar on mediation in the justice system at John Jay College in New York City.

In recent years, court systems have been the subject of increasing criticism. The processes themselves are described as incomprehensible, the products of lawyers who profit from obfuscation and complexity so that the lay person is incompetent to seek redress in the courts without professional guidance. Society has become more litigious, so that we are faced with an overcrowded docket and long delays until trial. Parties who do enter the system are often dissatisfied with the justice meted out. This usually is not the fault of any judge, but is simply one consequence of the frustration caused by delay and of the relatively rigid methods of relief that can be granted by a court. And each judicial system remains virtually inaccessible to a large segment of the community because they simply cannot afford the expense of litigation.

Confronted with these growing problems, the legal profession must reflect and review and reconsider its operating milieu. The practitioner must screen out the frivolous or harassing lawsuit. The language and the meaning of the law must be simplified so that the citizen can understand his or her rights. And, while continuing to act as an advocate, the attorney must also attempt to reconcile differences so that settlements can be reached and cases thereby removed from court calendars.

It is useful to consider briefly where mediation lies in the scheme of the dispute-resolving mechanisms.

Mediation offers a radical departure from arbitration and the judicial process. Most notable of mediation's features is its dedication to the parties' self-resolution of their disagreement. The mediator differs from the judge and the arbitrator in that he or she is not present to hear evidence and then to inform the disputants as to the resolution of their problem. Instead, the mediator encourages communication, assists in the identification of areas of disagreement, as well as agreement, and then works to bring the parties to a resolution, a resolution reached and defined by the parties themselves.

The questions that must be addressed so that mediation will work include how the services are to be made available to the public, how the public will be educated about mediation, what specific areas of disputes will be focused on, and similar matters of concern. Thus, when Florida began developing a comprehensive, statewide dispute resolution program, seven basic needs were identified at the outset:

(1) definitive guidelines based on the experience of earlier projects to assist in the development of programs;

(2) mechanisms for coordinating and providing technical assistance to new programs;

(3) assurance that the new programs would develop in cooperation with established state programs, rather than in conflict with their services;

(4) creation of efficient methods for screening disputes appropriate to mediation;

(5) improved training for staff;

(continued on page 10)

Comprehensive Laws Needed To Thwart Consumer Fraud

The harm created by deceptive business practices goes much further than the monetary loss of consumers, according to a "Consumer Fraud-Policy Brief" issued by the National Institute of Justice (NIJ).

The report said legitimate businesses suffer losses when sales are diverted to fraudulent firms and they can no longer compete effectively.

It added that the sale of adulterated products, shoddy repair, or poor construction jobs exposes consumers to physical harm, while unchecked fraudulent activity corrodes the moral values of society, shakes consumer confidence in the marketplace, and undermines uncompensated victims' faith in the judicial system.

The brief said an effective response to consumer fraud would be comprehensive legislation to reduce fraudulent opportunities and said such legislation should embody a strong Unfair and Deceptive Acts and Practices (UDAP) statute and specific legislation to curb abuse in certain industries by developing mechanisms to deter fraud and compensate fraud victims.

The Policy Brief on consumer fraud is the fifth in a series developed by NIJ. The series is designed to advise state legislators and local government executives of the effect of programs initiated in other jurisdictions to overcome specific everyday problems facing criminal justice practitioners.

Close Loopholes

Although UDAP statutes cover all deceptive activity by general prohibition, the brief said states have consistently found a need to enact separate legislation to tighten parameters and close loopholes in specific areas of widespread consumer abuse.

For example, the brief said UDAP legislation has been strengthened in specific commercial sectors that have a history of fraud, such as automotive repair, or in areas where future problems are likely to arise, such as energy saving devices.

Other examples of such statutes are those that prohibit sales tactics with a high potential for abuse, such as fire sales, or so-called opportunity scheme statutes which limit situations in which the consumer buys the right to become involved in "get-rich-quick" scams, such as pyramid sales.

The brief said other mechanisms that provide additional protection reflect legislative efforts to meet public demands for increased compensation for victims, better protection from fraudulent activity, and more competition in business.

Fraud prevention mechanisms include escrow accounts that restrict the use of the seller payment until he has performed non-fraudulently, posting of a bond to provide compensation for consumers, and industry pools, a device recently adopted in Hawaii for travel agencies and agents, which require members of an industry to make contributions to a special monetary fund.

This pool serves as "insurance" to consumers defrauded by industry members, thereby encouraging self-policing within the industry.

Mechanisms that prevent fraud by educating the consumer, or serve to limit losses, said the brief, include mandatory disclosures that require merchants to provide written information or disclosures before a sale is completed, "plain English" clauses that require contract provisions written in a simple and readily understood manner, and cooling-off periods that permit a consumer a few days to cancel a door-to-door sales contract.

Mechanisms cited by the report that prevent fraudulent merchants from competing with legitimate businesses include requirements that companies possess substantial amounts of goods at the time an advertising claim is made, registration that permits easy location of firms by enforcement authorities, and licensing that would require exams, education, or training to conduct a business.

Industry Support Fostered

In concluding, the brief said, "Industry opposition to consumer fraud legislation is most likely to arise when the proposed statute affects honest and dishonest merchants alike.

"However, most industries realize that fraudulent activity harms legitimate businesses as well as consumers, and may thus offer support on their own initiative in areas of widespread abuse. Active participation of industry is important and should be encouraged during the needs assessment and legislative drafting stages."

A limited number of copies of the "Consumer Fraud Policy Brief" are available from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

Legislation has been strengthened for businesses with a history of fraud, such as automotive repair.

Police Find Cost Analysis Pays In Time Of

The Scottish Games is annually sponsored by Alexandria, Virginia, drawing tourists from around the country to watch highland dancing, bagpipe playing, and other entertainment. Until recently, the Alexandria Police Department absorbed the costs of services it provided to the games—crowd and traffic control. But escalating costs and decreasing resources forced the police to start measuring these costs as a basis for billing the city departments that sponsor the games.

Minneapolis, Minnesota, recently consolidated its existing police precincts, based largely on a study of the potential cost savings. It was estimated that reducing the number of precincts from six to four would save more than $1.3 million per year.

The Phoenix, Arizona, Police Department analyzed the comparative costs of purchasing, renting, or leasing unmarked police vehicles. It found that yearly leases were substantially cheaper than monthly rentals, and became more economical than city-owned cars after four and one-half years (when the city-owned vehicles lost their resale value).

Costs Analyzed

These are just some of the myriad ways that cost information has helped police departments improve their productivity and effectiveness. They are cited in a new study, "Measuring the Costs of Police Services," one in a series of "Program Models" published by the National Institute of Justice.

The report, done by Abt Associates, Inc., under an NIJ contract, said that the 1980's are proving to be a period of growing financial stress for local governments and that many police departments have antiquated or cumbersome procedures for predicting or determining cost factors.

In a review summary, NIJ project monitor James D. Gardner said that a mail survey of cost analysis practices in 49 states and local jurisdictions showed only 27 percent of the respondents acknowledged using cost information in examining alternative strategies to meet departmental objectives. Only 36 percent reported using cost data in evaluating performance and 55 percent rated their cost analysis capability as either fair or poor.

Kent John Chabotar, who wrote the study for Abt, said the significant uses and benefits of cost information have not been realized in many police departments, mainly because police managers do not view themselves as responsible for financial management and because, until recently, police departments were encouraged to concentrate their efforts on reducing crime rather than on controlling costs.

Financial Skills Lacking

Some additional stumbling blocks to cost analysis were noted in the survey:

—Skills in cost analysis have not historically received much emphasis in administrative assignments or in training and education for police.

—The financial information supplied by many police departments is often inaccurate due to human error, is obsolete because of long delays, and is ineffectual since it cannot be reflected in formats that meet the needs of managers.

—Responsibilities for police financial management are shared among the police departments and other public agencies—a dispersion of responsibilities which more often than not results in an adversarial relationship impeding cost analysis.

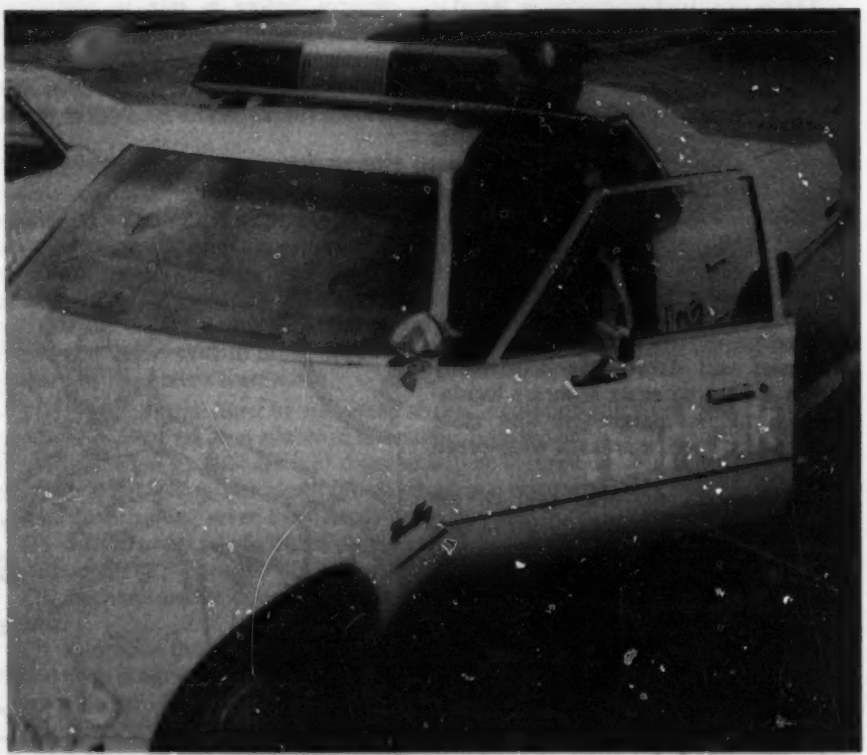
As a result of these problems, the survey notes that today's police manager sometimes finds himself ill-equipped to come up with vital cost information in situations such as:

—The city council asks for information about the long-term operating costs of patrol vehicles before allowing the police department to purchase them.

—The mayor, in responding to a citizens petition, asks how much it would cost to provide a 24-hour patrol to deal with drunk and disorderly incidents.

—The budget bureau insists that the police department supplement its latest budget request with performance data about the cost per arrest, cost per call for service, and other unit costs.

—The chief of police has to know how much the city would save by contracting



Police often are unable to predict such costs as the long-term operating expenses of patrol vehicles.

Tight Budgets

for space in the county prison instead of continuing to operate a city jail.

The 211-page program model is designed to assist law enforcement agencies in developing and streamlining procedures for measuring the costs of their services.

It is broken down into five instructional chapters: "Perspectives on Police Costing;" "Fundamental Considerations in Measuring Police Costs;" "Planning for Cost Analysis;" "Doing Cost Analysis;" and "Installing a Cost Analysis System."

Case Studies

Two final chapters contain case studies: "Measuring the Costs of Police Services in Alexandria, Virginia, and the State of Arkansas" and "Measuring the Costs of Police Services in San Diego and Sunnyvale, California."

Some of the subjects covered in the program model include: uses of cost information, existing problems in police costing, costing terms, costing issues, defining purposes and intended users of cost information, determining service to be costed, determining production units for service being costed, defining personnel and nonpersonnel components of service being costed, appraisal of existing accounting system, measuring direct personnel costs, measuring indirect costs, determining total costs, components of a cost analysis system, steps in system design and implementation, and need for computer support.

Paul Cascarano, assistant director, NIJ, said the program model should be of immense service to the nation's law enforcement agencies.

"Police departments in the 1980's have more demands on them than ever before and less money and resources to meet those demands," Mr. Cascarano said. "It is essential to sound fiscal management that the city agencies be able to accurately predict costs and to estimate the savings through alternative strategies."

A limited number of copies of the program model, "Measuring the Costs of Police Services," are available from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

Coordinating Committees Meet

Almost all of the 94 U.S. Attorneys across the nation have held their first meeting of the Law Enforcement Coordinating Committees.

The committees were created by Attorney General William French Smith last year, following a recommendation from his Task Force on Violent Crime, to foster cooperation among federal, state, and local law enforcement officials.

They are designed to encourage routine sharing of intelligence information, joint investigations and prosecutions, and planning for resource allocation and overall law enforcement strategy.

Attorney General Smith, in announcing the program last October, said the Law Enforcement Coordinating Committees are the "cornerstone" of the Administration's efforts to increase federal assistance to state and local law enforcement.

"Through enhanced cooperation, all levels of law enforcement can begin to employ their resources in unison and in accordance with the strengths each can contribute to the fight against crime," he said.

Each U.S. Attorney is formulating a local law enforcement cooperation plan based on information developed by the committee. The plan identifies law enforcement needs and priorities within the district and pinpoints areas where improved federal, state, and local cooperation is likely to produce the greatest public benefit.

In Utah, U.S. Attorney Brent D. Ward heads up a coordinating committee comprised of 50 county attorneys, police chiefs, and sheriffs from around the state.

"The day-to-day basis for decisions on major investigations in Utah will be handled by several subcommittees of the Utah Law Enforcement Coordinating Council," said Mr. Ward.

"In the past, some efforts were duplicated and some vital information fell between the cracks because one agency would think another was looking into it," he said. "The era of cross purposes is over in Utah."

The major emphasis of the Utah LECC will be to combat white-collar crime and drug trafficking in the state. Subcommittees were set up to direct the activities of these areas so that the workload will be shared by all city, county, and state agencies, Mr. Ward said.

The committee also is launching a major investigation of consumer fraud in Utah. One of the first decisions made by the committee was to support a series of training sessions in combatting fraud for local police officers.

The response of state and local criminal justice officials to the coordinating committees has been overwhelmingly positive, according to Glen Davidson, U.S. Attorney for the Northern District of Mississippi.

"At our first meeting in December, only about half of those invited showed up," Mr. Davidson said. "By the next meeting word had spread about what the committee was all about, and 100 percent of those invited came."

The Northern Mississippi district committee is focusing on violent crimes, particularly bank robbery.

"Our district is mostly rural," Mr. Davidson said. "We have a lot of little banks that are sitting ducks for bank robbers. We hope to turn that situation around."

Other priorities for the committee include drug trafficking and property crime investigations. About 40 law enforcement officials and prosecutors from the district are participating in the program. ■

Jail Information Manual Available

The Office of Justice Assistance, Research, and Statistics (OJARS) has published a Jail Information System Manual for its automated Jail Information System.

The manual explains how to operate the system, which keeps track of jail bookings, release management, and other transactions. The system provides information about inmate and defendant transactions from the original booking through court disposition and jailing, if any.

Pilot Projects

The software is being employed in five pilot jurisdictions, which also were given technical assistance to tailor the system to their individual needs.

The system, developed as a part of the Jail Overcrowding and Pretrial Detainee Reduction Program, is being installed in Santa Cruz County, California; Pima County (Tucson), Arizona; Orange County (Orlando), Florida; Jefferson County (Louisville), Kentucky; and Middlesex County (New Brunswick), New Jersey.

PROMIS Enhanced

It was developed through an enhancement of the widely used Prosecutor's Management Information System (PROMIS) developed by the Institute for Law and Social Research (INSLAW) in Washington, D.C. The American Justice Institute in Sacramento, California, coordinated the program development, and INSLAW provided the expertise for the software development, documentation, and technical assistance.

Copies of the manual can be obtained from OJARS by contacting Nicholas Demos at 202/724-6315. Additional information about the system can be obtained from Jerry Bush at the American Justice Institute, 916/924-3700 or Dean Merrill at INSLAW, 202/828-8600. ■

Wilkinson To Head Juvenile Justice Advisory Committee

Charles B. (Bud) Wilkinson, a former head football coach at Oklahoma, is the new chairman of the National Advisory Committee for Juvenile Justice and Delinquency Prevention.

Mr. Wilkinson, now chairman of the Public Employees Benefit Services Corp., St. Louis, Mo., and eight others were sworn in June 28 by Attorney General William French Smith.

The committee will advise the Office of Juvenile Justice and Delinquency Prevention in implementing the Juvenile Justice and Delinquency Prevention Act.

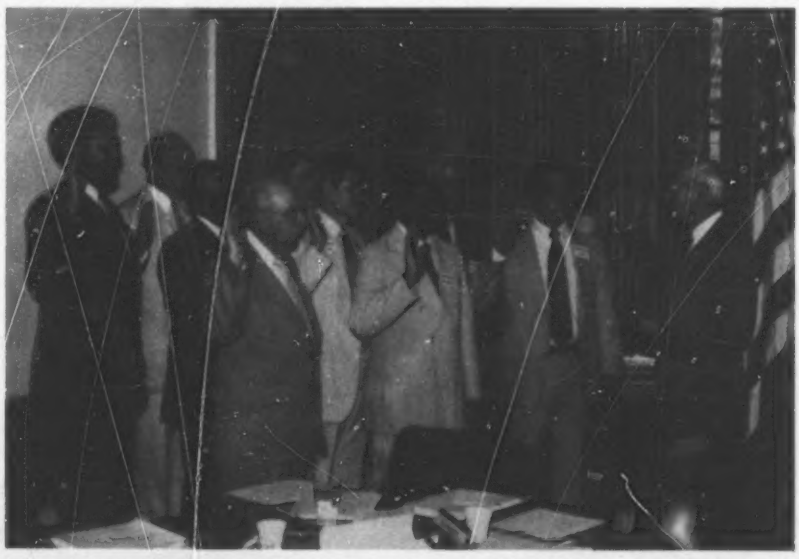
"Judging by the various backgrounds and expertise represented in this new committee, I am sure that the relationship between it and the office will be a productive one," said Mr. Smith.

The committee is comprised of individuals with special knowledge concerning the prevention and treatment of juvenile delinquency and the administration of juvenile justice. Its members were nominated by President Reagan on May 21.

Other committee members include: Joseph G. Betroche, senior member of a Des Moines, Iowa, law firm; James C. Dobson, Jr., associate clinical professor of pediatrics at the University of Southern California School of Medicine; William L. Hart, police chief of Detroit, Michigan; Edward V. Healey, Jr., associate justice and administrative judge for the Family Court of Rhode Island; John R. Milligan, judge for the Fifth District Court of Appeals, Canton, Ohio; Richard D. Parsons, member and managing partner of a New York City law firm; Stephen E. Wittman, attorney and assistant director of programs for the Center for Criminal Justice Policy and Management at the University of San Diego School of Law; and Charles Wright, judge for the Court of Common Pleas of Philadelphia County, Philadelphia, Pennsylvania.

An additional six members will be appointed. Five of those must be less than 24 years old.

At its first meeting following the swearing-in ceremony, the committee was briefed on its statutory responsibilities and the budget, legislative status, and programs and policies of OJJDP. ■



Attorney General Smith (far right) swears in members of the advisory committee. From left: Parsons, Milligan, Hart, Healey, Dobson, Betroche, Wright, Wilkinson, and Wittman.

States Slow To Remove Juveniles From Adult Jails

The Office of Juvenile Justice and Delinquency Prevention has presented the U.S. Congress with a report citing the need for much improved state and local planning for removing all juveniles from adult jails and lockups by December 1985.

"The study found that although resolute commitment will get the children out of the jails, the technical information needed to accomplish this is simply not reaching many communities," said Charles A. Lauer, acting director of OJJDP.

The $100,000, three-volume report, "Jail Removal Cost Study," was prepared in response to a congressional request. It was completed from state submitted information and an analysis by the University of Illinois Community Research Center and OJJDP and contains a detailed discussion of the various policy decisions that influence jail removal costs.

Under current federal law, states that receive juvenile justice formula grants must have programs that prohibit the detention of juveniles in jails and lockups with adult offenders by December 1985.

Costs Vary

The report said the cost of detaining juveniles apart from adults can range from $69,740 to $22,170 for holding 100 youths for 10 days. The cost depends on whether the detention is in a secure facility, a less restrictive residential facility, or under community-based supervision, the report said.

Many states feel it is necessary to build secure facilities to close jails to juveniles, the report said. "However," it said, "experience demonstrates that this need not be the case.

"Despite federal emphasis on nonsecure possibilities for many years, numerous states and localities still regard juvenile detention facilities as the primary alternative.

"It would appear that, all efforts to the contrary, information is not getting through to all the states and that attitudes regarding alternatives and their use are changing only slowly in some areas."

It said, though, that with "state and local public interest and support" total removal "will be accomplished." It cited Pennsylvania as a successful example. That state removed all juveniles in a five-year program during which the number of youths held in secure facilities fell 35 percent (from 12,697 to 8,289).

The report said a survey of the 50 states found, among other things, the following:

—About 14 percent of the jailed juveniles are held for serious offenses.

—There are twice as many youths arrested for status offenses as there are for serious delinquent charges.

—There is a need for improved juvenile intake screening and classification.

—All governmental units have had limited experience in projecting the costs of various alternatives.

Obstacles To Removal

Among the obstacles to removal are a local lack of alternatives, economic problems caused by narrow tax bases, and political difficulties in getting local jurisdictions to cooperate in creating regional alternatives, the report said.

"Jail removal plans are unique to each jurisdiction," the report commented, "but one common theme abounds: removal can be achieved within a large variety of action plans which develop a network of programs and services responsive to the needs of the juvenile justice population."

It said, too, that in those jurisdictions that have received federal assistance and funding "removal efforts are characterized by a willingness to explore nonsecure community residential and community supervision programs and services. These alternatives can be less costly than secure, facility-based programs in terms of both capital and operational expenditures.

"The point remains that when states and localities examine juvenile justice systems, the process seems to result in a reduced reliance on secure placement options, and consequently, a potentially reduced removal cost."

A summary of the report can be obtained by writing the Office of Juvenile Justice and Delinquency Prevention, Washington, D.C. 20531. ■

Many states and localities still hold juveniles in costly detention facilities, the OJJDP study said.

McGruff: A

Two crimefighters meet—Attorney General Smith congratulates the birthday dog, McGruff (top). And McGruff is always a big hit with the youngsters (bottom).

Every dog has his day, and McGruff had his July 1 when the Crime Prevention Coalition celebrated his second birthday in the courtyard of the Department of Justice.

Attorney General William French Smith, Deputy Attorney General Edward C. Schmults, and Assistant Attorney General Lowell Jensen joined in the festivities that coincided with the quarterly meeting of the Coalition.

The floppy-eared canine is the spokesdog for a nationwide public education campaign to promote citizen involvement in crime prevention. It is conducted under the auspices of The Advertising Council, Inc., OJARS, and the Crime Prevention Coalition, a group of 52 national organizations and federal agencies and 25 state affiliates.

McGruff, with his message to "Take a Bite Out of Crime," has now become a national byword and a household symbol for crime prevention, according to a preliminary evaluation report by the National Institute of Justice.

The report's findings were announced by Robert F. Diegelman, OJARS acting director, during the Coalition's meeting in Washington, D.C., which preceded the birthday celebration.

The report, which evaluated the results of the first two years of the crime prevention dog's media campaign, indicated that over half of all U.S. adults had seen or heard at least one of the campaign's public service ads on crime prevention.

Preventive Action Taken

Most of the persons who saw the ads indicated they were favorably impressed by them and a substantial number reported the ads had influenced some of their views and actions concerning crime prevention.

More specifically, the evaluation found:

—52 percent of the respondents could recall having seen or heard at least one of the public service ads compared to 30 percent a year and a half ago.

—The campaign ads appear to have reached sizeable proportions of individuals within all demographic subgroups. While more young persons reported having seen the ads, substantial proportions of all subgroups could recall them.

National Symbol For Crime Prevention

—Most persons who saw the ads said they were able to understand their main points and a strong majority felt the ads effectively conveyed their crime prevention messages. Respondents also said they found the information worth passing on to others.

—Nearly a quarter of those persons exposed to the campaign said they had learned something new from it (nationally, this represents nearly 30 million persons) and about half of the respondents said the campaign ads reminded them of things they had known before but had forgotten.

—About half of the persons seeing the ads said they made them feel more confident about protecting themselves and more responsible for preventing crime. Many respondents also indicated they now viewed citizen group crime prevention efforts as more effective.

—Nearly one-fourth of the persons viewing the ads said they had taken preventive actions as a result of the campaign.

—On the negative side, about one-fourth of the respondents said the ad campaign had made them more fearful about being victimized. The researchers indicated, however, that this factor may be inevitable given the campaign's effort to deal with a problem such as crime, even though the campaign played down the element of fear. The report said that it is possible that persons already fearful of crime focused more on the threat of crime rather than on its prevention.

1,188 Adults Surveyed

The evaluation was carried out by the University of Denver's Center for Mass Communications Research and Policy, Department of Mass Communications. It was done under a $249,880 grant from NIJ. A subcontract from the University of Denver, for $78,500, went to the Roper Organization to perform the sampling and field work. The findings are based on a national probability sample survey of 1,188 adults (over 18 years of age) interviewed in their homes during November 1981.

This was nearly two years after the Advertising Council of New York began its "Take A Bite Out of Crime" national public service advertisements. The Ad Council is nationally known for its "Smokey Bear" ads warning on the dangers of forest fires.

The Ad Council reports that McGruff is one of its most popular campaigns. From 1979 through 1981, there were about 23,000 McGruff ads on local and network television, 256,000 radio spots, 9,000 billboards, and 200,000 bus and subway placards. Ads appeared in major magazines like Sports Illustrated and Readers Digest with a total circulation of 93 million.

The concept of McGruff and the creation of the slogans, TV and radio commercials, billboards and bus cards are all the creative effort of the Dancer Fitzgerald Sample, Inc., advertising agency whose work was donated.

Media reports to the Ad Council show that the Crime Prevention Campaign has received almost $100 million worth of free advertising.

Reinforces Local Programs

"Our crime prevention tips have been well received," Mr. Diegelman said. "We are, through this campaign, reaching the public and making them more aware of what the ordinary citizen can do to prevent crime. We think the campaign is playing an important role in reinforcing and even setting up state and local crime prevention programs."

Mr. Diegelman pointed out that the campaign works with a large network of national organizations, businesses, labor unions, local police departments, state programs, and citizen groups.

"This network, together with the support of the media," he stated, "is one of the reasons the campaign is taking off so rapidly. For example, Southland Corporation recently distributed 3.2 million McGruff brochures through its national chain of 7-Eleven Stores. Twenty-one states have joined the coalition, and 300 communities have purchased McGruff costumes."

Walter R. Burkhart, acting director of the National Institute of Justice, said the campaign has helped make citizens more aware of the important role they play in crime prevention.

"This is consistent with other research which shows that crime prevention efforts can reduce victimization and the harm caused by criminal acts," he said.

"The evaluation shows the campaign is reaching the public and can be effective in influencing how persons feel about crime prevention and some of the actions they can take both by themselves and with others."

Copies of the preliminary evaluation are available, on a limited basis, from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

McGruff prepares to cut the cake.

Virginia Adopts Procurement Law

Virginia is the ninth state to adopt a comprehensive state procurement law based on a model code developed by the American Bar Association under a Department of Justice grant.

The Model Procurement Code is designed to modernize public purchasing procedures and eliminate opportunities for fraud, waste, and abuse. It outlines improved contract techniques to stimulate competition and sets ethical standards that apply to state and local officials and contractors.

Kentucky was the first state to adopt the code in 1978. Other states—Arkansas, Louisiana, Utah, Maryland, Indiana, Colorado, and South Carolina—and a number of localities followed Kentucky's lead.

The ABA developed the code after a 1976 federal study showed West Virginia was "utterly helpless" against influence peddling, kickbacks, rigged bidding, and undercover deals. The federally-financed West Virginia Purchasing and Procedures Commission subsequently revamped the state's entire procurement process, reducing corruption and saving millions of dollars.

The ABA's Model Procurement Code Project staff provides technical assistance to states and localities interested in adopting such legislation. For information, contact: William F. Ward, Project Director, Model Procurement Code Project, American Bar Association, Suite 200-South Tower, 1800 M St., N.W., Washington, D.C. 20036, 202/331-0133. ■

Copyright material has been deleted, not available for Microfiche Edition.

Mediation Resolves Disputes

(continued from page 2)

(6) providing better information about the programs to courts, lawyers, and the general public; and,

(7) strategies for obtaining financing and improving the projects' cost-effectiveness.

Before considering any other aspect of establishing mediation services, it must be decided what types of disputes are to be resolved through this alternative process.

One of the major civil areas suitable for mediation is that of landlord-tenant disputes. Neighborhood disputes also are particularly amenable to mediation. Many consumer-merchant disputes could be resolved through mediation. And family or marital disputes quite clearly are prime candidates for mediation.

Mediation also is an available alternative in the criminal arena. By making the criminal answerable to the victim, future criminal acts may be deterred. Moreover, the victim may feel better avenged when he or she has had a direct hand in determining the criminal's punishment. The agreement would, of course, be reviewed to guard against excessive leniency or severity. This approach would be useful with crimes such as vandalism and trespassing, lesser offenses such as simple assault, juvenile delinquency, single victim cases, and first-time nonviolent felony offenders.

Mediation's greatest boon to the individual is its continued involvement of the disputant in the negotiation and settlement process. A study of the Brooklyn Dispute Resolution Center made in the late 1970's provides hard data demonstrating in concrete terms the benefit of mediation.

Almost three-quarters of the victims who participated in mediation found the outcome to be fair and satisfactory. But only a little over half of the victims who stayed in the courts reached the same conclusion. Similar, although not quite as dramatic, differences were found among the defendants.

Another study, this one of the Neighborhood Justice Centers, included follow-up interviews conducted six months after the disputants had reached an agreement. Seventy-nine percent of the complainants and 87 percent of the respondents felt that they had kept all the terms of the agreement. When asked whether the other party had done so, 69 percent of the complainants and 67 percent of the respondents answered positively.

Cases submitted to mediation are resolved more quickly than those that remain in the judicial system. This, of course, benefits the individual disputants. It also serves the commonweal. The sooner a dispute is resolved, the sooner a source of trouble is eliminated from the community. And, given the greater likelihood that the agreement will be kept when it is negotiated by the parties, that trouble spot is more likely to be permanently eliminated.

In addition, mediation enhances the judicial system itself. Mediation may not actually reduce the caseload in terms of numbers. What it does do is remove from the courts those cases that should not be before the bench. ■

GRANTS

BJS

• $109,407 to the **Missouri Department of Public Safety** to establish a state statistical analysis center. The center will gather and interpret statistics on crime and criminal justice operations for the state government and the public.

• $76,483 to the **North Dakota Attorney General's Office** to establish a statistical analysis center. The grant will enhance the office's analysis and reporting capabilities, enabling it to produce improved reports and conduct new research into the state's criminal justice system operations.

OJJDP

• $199,999 to the **Institute of Policy Analysis,** Eugene, Oregon, to complete an evaluation of juvenile restitution programs supported by the Office of Juvenile Justice and Delinquency Prevention. ■

Few Programs, Resources Exist For Handicapped Offenders

Thousands of mentally and physically handicapped inmates populate the nation's prisons, but relatively few resources and programs exist to meet their needs, according to a selected bibliography—"The Handicapped Offender."

Published by the National Criminal Justice Reference Service (NCJRS), the book was funded jointly by the National Institute of Justice and the National Institute of Corrections, both agencies of the U.S. Department of Justice.

An introduction to the book says that although estimates of the number of mentally retarded adult offenders vary, there are proportionately more mentally retarded persons in prisons and jails than in the general population.

Missouri Study

A Missouri study, for example, identified only 3 percent of the state's general population as retarded, while approximately 10 percent of the population in correctional institutions and 6 to 7 percent of parolees and probationers were identified as retarded.

The bibliography's introduction points out that in addition to retarded inmates in correctional institutions, many retarded offenders are confined in state institutions for the retarded. A 1975 survey by Miles Santamour and Bernadette West of 141,000 institutionalized retarded persons found that 5 percent—or 7,050—could be classified as retarded offenders who had been directed to such institutions by courts or social agencies in lieu of jail or prison.

The study emphasized that a major problem was the lack of knowledge about the actual extent of the problem.

It said, for example, that one of the few major studies in this area was conducted in 1966—16 years ago—by the George Washington University Institute of Law, Psychiatry, and Criminology. That study said there were nearly 20,000 incarcerated adult offenders who were "substantially impaired," of whom 3,300 were classified as moderately to profoundly retarded. The study commented: "unidentified, their confinement is merely custodial rather than rehabilitative."

While most of the handicapped inmates suffer mental retardation problems, there are no accurate numerical figures, nor a universally accepted definition of mental retardation. The American Association of Mental Deficiency (AAMD) classifies persons with IQ's of less than 70 who are unable to adapt to their living standards as mentally retarded. But there are other definitions.

No National Statistics

There also are other forms of disabling handicaps—again with no accurate national statistics available, the study says. A 1978 study of California correctional institutions classified 160 inmates with physical disabilities and 1,200 inmates with learning disabilities.

The book's author, W. Donald Pointer, wrote: "Recognizing disabled offenders is one problem; managing them is another. A survey of Missouri criminal justice personnel—defense attorneys, public defenders, prosecutors, judges—found none who had any specialized training in dealing with the mentally retarded offender. The survey also confirmed the difficulty in even recognizing retarded offenders. Another deficiency the survey uncovered was the lack of a legal distinction between mentally ill and mentally retarded offenders." Mr. Pointer said a similar survey of 400 social service and criminal justice agencies in Ohio showed comparable results.

Services Are Inadequate

The bibliography's introduction says that many other surveys have documented the serious inadequacies of existing programs and services for mentally and physically handicapped offenders.

These shortcomings include:

—Lack of appropriate treatment facilities.

—Inadequate training of personnel to identify, classify, and treat the disabled offender.

—Limited community treatment alternatives.

—Inadequate diagnostic services.

—Abuse and exploitation in institutional settings.

—Lack of appropriate programming.

—Infringements of personal, legal, and constitutional rights.

—Inadequate staff advocacy in program decisions, release planning, parole consideration, and employment placement.

—Development of a negative stereotype for the training potential of the mentally retarded offender.

Citing the recurring victimization of handicapped offenders the books says, "Naive or retarded and physically disabled incercerated offenders are particularly vulnerable to exploitation by stronger and more aggressive inmates. This problem exists in all confined populations—mental institutions, nursing homes, juvenile centers—as well as prisons and jails."

The bibliography lists 182 books and research works on the subject of handicapped offenders. The book breaks them down into seven classifications: The Problem, Recognizing and Classifying the Handicapped, Link Between Disability and Crime, Programs and Services, Personal/Civil Rights, Deinstitutionalization, and Reference Materials.

A limited number of free copies of the book—The Handicapped Offender—are available from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

Utah Graphic Art Prison Industry Program Certified

OJARS has certified the Utah Department of Corrections Graphic Art Prison Industry program as the third prison industrial program in the nation that can sell goods made by inmates in interstate commerce and to the federal government.

The Utah Graphics Art industry will market fiberglass and metal signs, barricades, silk screened products, printing and decals to private sector customers and to the federal government. Depending upon the level of sales, between seven and 21 inmates of the Utah State Penitentiary at Draper, Utah, will be employed.

"Utah has demonstrated its ability to develop a realistic work environment in its corrections system that will benefit the inmates, the prison system and the taxpayers," said Robert F. Diegelman, acting director of OJARS.

In 1935, Congress barred prison-made goods from interstate commerce. However, the Justice System Improvement Act of 1979 authorized the establishment of seven pilot prison industry projects that pay prisoners salaries comparable to local wage rates subject to deductions for taxes, room and board, family support, and restitution.

Projects in the Kansas and Minnesota correctional systems were certified last year. The remaining four pilot programs will be selected from eight applications now under review.

States that apply for certification receive no federal financial support. However, OJARS makes technical assistance available through the American Institute of Criminal Justice.

H.T. Tubbs, OJARS program manager for the project, said the agency's decision to certify state programs depends on:

—Payment of wages and benefits to inmate employees that are commensurate with wages and benefits paid for work of a similar nature in the free community.

—Voluntary participation of inmates.

—Assurance that the certified prison industries program does not adversely impact upon private sector jobs by displacing employed workers or impairing existing contracts.

—Consultation with representatives of local labor unions potentially affected by the certified prison industry program. ■

Publications

Correctional Data Analysis Systems—Correctional Datagraphics: A Directory of Correctional Statistical Reports, published by the Bureau of Justice Statistics, is a directory of prototype correctional statistical reports covering 15 different areas of administrative concern designed for use by corrections administrators, statisticians, and data processing personnel. To order a free copy, contact the National Criminal Justice Reference Service, Box 6000, Rockville, Md. 20850, telephone 301/251-5500.

Ethics in Criminal Justice Education, by Lawrence W. Sherman, director of research for the Police Foundation, published by Hastings Center's Institute of Society, Ethics, and the Life Sciences. The cost is $5.00. To order, write: Hastings Center, 360 Broadway, Hastings-on-Hudson, N.Y. 10706.

The Transition to State Financing of Courts: The Implications for Financial and Personnel Management, by Robert W. Tobin, published by the National Center for State Courts. The cost is $6.50, and the order number is R0062. To order, write: Publications Coordinator, National Center for State Courts, 300 Newport Ave., Williamsburg, Va. 23185.

Providing Legal Services for Prisoners: A Tool for Correctional Administrators, published by the American Correctional Association. The cost is $3.00. To order, write: American Correctional Association, 4321 Hartwick Rd., Suite L208, College Park, Md. 20740.

Preventing Delinquency (#80810), The Prevention of Serious Delinquency: What To Do? (#79691), Achievement Place: The Teaching-Family Model in A Group Setting (#78276), and **A Review of Selected Research and Program Evaluations on Police Diversion Programs (#82024),** four new Reports of the National Juvenile Justice Assessment Centers published by OJJDP's National Institute for Juvenile Justice and Delinquency Prevention. To order single copies, write: Juvenile Justice Clearinghouse, Box 6000, Rockville, Md. 20850.

Ten additional areas of **Discussion Draft Standards** are available from the Commission on Accreditation for Law Enforcement Agencies, Inc. The standards cover the law enforcement role and authority, direction, education, inspectional services, internal affairs, intelligence, patrol, crime prevention, special operations, and accident investigation. For cost and additional information, contact: Karen Donnelly, Information Office, Commission on Accreditation for Law Enforcement Agencies, Inc., 1730 Pennsylvania Ave., N.W., Suite 460, Washington, D.C. 20006, 202/783-5247. ■

All States Now Protect The Privacy Of Criminal History Records

Every state, the District of Columbia, Puerto Rico, and the Virgin Islands now have laws or regulations governing the privacy of criminal history records, according to a Bureau of Justice Statistics bulletin.

In 1974, only nine states and territories had public record laws and only 14 required accuracy and completeness. However, by 1981, 53 states and/or territories had public record laws, and 49 had provisions specifically mandating accuracy and completeness.

In 1973, the U.S. Congress passed a statute requiring states operating federally-funded criminal history record systems to adopt measures to ensure the security, confidentiality, and accuracy of criminal history records.

Benjamin H. Renshaw, the bureau's acting director, said the Department of Justice subsequently issued regulations that prompted the states to undertake vigorous steps to deal with privacy issues.

"We believe that the combination of the legislative mandate, the Department's regulations, and the affirmative cooperation of the state legislatures has had a most salutary result," Mr. Renshaw commented.

"A 1979 public opinion poll affirmed that the American people are greatly concerned about privacy and the negative impact that may result from storing personal information in computers," he said. "Indeed, three out of four Americans believe the right of privacy is tantamount to the right to life, liberty, and the pursuit of happiness."

The bulletin, which reports the results of a survey of state criminal justice information policies, contains the following highlights:

—There are statutes in 42 jurisdictions permitting individuals to inspect their criminal history records.

—Thirty-six jurisdictions permit corrections of challenged information.

—Twenty-nine jurisdictions require records to be kept of all disclosures.

—Forty-six jurisdictions have created a state regulatory authority for criminal history record management.

—Fifty-two jurisdictions have established central repositories.

—Thirty-five jurisdictions provide for purging nonconviction information.

"Our survey demonstrates that there is now a high level of commitment to criminal justice information policy development and a continually evolving body of law to protect the public interest," Mr. Renshaw said.

Individual copies of the bulletin may be obtained from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

Number Of Officers Killed Declined In '81

The number of law enforcement officers killed feloniously in the line of duty in 1981 was the lowest in a decade, according to preliminary FBI figures.

The 1981 total was 91, down 13 from the 1980 total of 104, the FBI said.

Some 95 percent of the officers were killed with a firearm—69 with a handgun, 12 with a rifle, and five with a shotgun. Of the remaining five slain officers, two were killed by vehicles, one with a knife, one with a blunt object, and one drowned.

Sixteen of the victim officers were attempting to thwart robberies or were in pursuit of robbery suspects when slain; six were answering burglary-in-progress calls or were pursuing burglary suspects; and 16 were attempting arrests for other crimes.

Nineteen officers were murdered upon responding to disturbance calls, 12 while enforcing traffic laws, and 10 while investigating suspicious persons or circumstances. ■

AROUND the NATION

HOUSTON, TEXAS—Oilfield theft is becoming an increasing problem for Texas law enforcement officials. The Texas Rangers estimate they spend at least 20 percent of their time investigating thefts of wellheads, crude oil, and expensive technical equipment from oil drilling sites. "You can't pick up a newspaper without reading of oilfield theft," said Gene Blair of Sam Houston University's Criminal Justice Center, who is designing a training program to combat the thefts. "It has only been in the last couple of years that more than just oil industry people have become aware of the seriousness of the problem. The far-reaching impact of this continuing trend, especially in lost tax revenue, has become a regular topic of discussion" in this area. For further information about the problem or planned training program, contact Gene Blair, Continuing Education, Criminal Justice Center, Sam Houston State University, Huntsville, Texas 77341, 713/294-1692.

LINCOLN, NEBRASKA—The Nebraska State Patrol has developed a training agreement contract for recruits. The contract requires any trooper who leaves before serving 18 months after graduation from the training academy to reimburse the State Patrol for the cost of the training he or she received unless there is an extenuating reason for leaving, such as an injury or serious illness. The plan was developed to discourage new state troopers who were provided expensive recruit academy and field training from leaving for a job in another law enforcement agency before serving in the State Patrol. Further information on the program is available from Lt. John Thompson, Director of Training, Nebraska State Patrol, 3510 N.W. 36th St., Lincoln, Neb. 68524, 402/470-2404.

GREEN COVE SPRINGS, FLORIDA—Clay County Sheriff Jennings Murrhee has added a new feature to his crime prevention program. He's giving merchants and business owners emergency code numbers and stickers which are prominently displayed on outside doors and windows of the stores. The code numbers are on file at the sheriff's department along with the telephone numbers of the persons to contact in case of an emergency. Sheriff Murrhee said this system of handling emergency calls through the sheriff's department will expedite aid in an emergency and eliminate the posting of private telephone numbers at business establishments. ■

Sourcebook Published

The Bureau of Justice Statistics has published a "Sourcebook of Criminal Justice Statistics, 1981," a 618-page compilation of such data as the nature and distribution of criminal offenses, characteristics of arrested persons, the court processing of defendants, and a description of correctional system inmates.

The book, the eighth such statistical abstract, incorporates information from 83 separate criminal justice publications. It contains 398 tables, 91 charts, a subject index, an annotated bibliography of sources, and a list of addresses of publishers of the source materials.

The report may be purchased from the Superintendent of Documents, U.S. Government Printing Office, Washington, D.C., 20402. The price is $13 a copy, prepaid. The stock number is 027-000-01144-6. A limited number of single copies can be obtained free from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. ■

'Stings' Net $2 Million

Two recently completed "Sting" operations have recovered more than $2 million worth of stolen property and drugs and resulted in the arrest of 54 suspects in Santa Ana, California, and El Paso, Texas.

The Santa Ana Police Department's "Sting" project recovered and seized $1.7 million worth of stolen property and drugs and arrested 18 suspects. One investigation, conducted in cooperation with the FBI, resulted in the recovery of a tractor trailer loaded with 21,000 pounds of drugs worth an estimated $967,000. Since 1980, Santa Ana police have recovered almost a billion dollars worth of stolen property in the anti-fencing operations.

In El Paso, police arrested 36 suspects and recovered almost half a million dollars worth of property using only $15,705 in "buy" money. ■

Views In The News

BULLETPROOFING CRIMINALS: "Bulletproof vests made of high-tech synthetic fibers are tough enough to stop a slug and yet light and flexible enough to be worn for hours in a patrol car. Their invention was a major contribution to police work.

"Now the police are alarmed to find criminals vested too, and more heavily so. A heavy vest and a heavy gun give the crook a heavy advantage. . . .

"[This] prompted Assemblyman John Dearie to propose a law requiring state licenses for bulletproof vests and a background check of their purchasers.

"The idea raises questions: Does the state have a right to limit access to vests if it can't protect citizens from crime? Would the law needlessly encumber the cabdriver or shopkeeper who considers a bulletproof vest essential protection for making a living?

"The answers lie in a larger public interest. The increasing use of vests by criminals may cause the police to hanker after more powerful weapons and thus increase the risks to innocent people when the shooting starts. . . .

"The legitimate demand for vests is not yet great, and it's hard to see how a reasonable licensing requirement would impose hardship. If it can also limit the urban arms race, it seems worth a try."—*Editorial, The New York Times.*

POLICE 'STREET FILES': "Police investigators are by nature string savers. When they get a piece of information, they will not let go of it. What doesn't make its way to the central files often gets squirreled away in some musty corner drawer for later reference.

"This habit can cause trouble . . . Criminal defense lawyers in Chicago are reassessing a lot of old cases because it has been disclosed that the Chicago Police Department kept 'street files' that in at least one case were not turned over to criminal defendants as required by law.

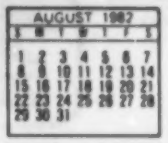
"The law is very clear that the state must turn over to a person charged with a crime any information it has that could tend to prove him not guilty of that crime. This is not a foolish technicality. It is one of the ways the criminal justice system has of making sure that people aren't railroaded into jail. It would be unconscionable for a person to be convicted by the state while the government kept secret information that could have led to his acquittal. This is an easy rule for police to follow, so long as the police know what information they have.

"Nobody can tell just yet how many convictions may be challenged because of information kept in Chicago Police 'street files' . . . But if a substantial number of cases are overturned, particularly if some apparently bad characters get turned loose, there will be a public howl."—*Editorial, The Chicago Tribune.*

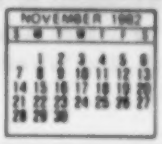
IT'S NO BARGAIN: "History of a kind was made [recently] in a Nassau County courtroom. A judge suddenly canceled a plea-bargain deal that would have let an accused rapist off with a light sentence when 100 residents showed up in the courtroom with fire in their eyes.

"A lot of people no doubt will find such intimidation of the judiciary shocking and sinister. We don't. The vast majority of criminal cases nowadays end up being disposed of through plea bargaining and a lot of lawyers and judges have gotten the idea that they and the defendants are the only parties concerned with the process.

"It doesn't hurt at all to have them reminded forcefully on occasion that they have no right to ignore the feelings of the public, which has a very real interest in the workings of the criminal justice system."—*Editorial, The New York Daily News.* ■



Calendar



Sept. 13-17: National Police Planners Conference, Kansas City, Mo., sponsored by the National Association of Police Planners and the Kansas City Police Department. Contact: Sgt. Roger Richeson, National Police Planners Conference, 1125 Locust St., Kansas City, Mo. 64106, 816/234-5445.

Sept. 17-19: How to Start a Child Abuse Program, and **Nov. 5-7:** Child Sexual Abuse: Investigation and Initial Management, both held in West Hartford, Conn., and sponsored by Saint Joseph College Institute for the Treatment and Control of Child Sexual Abuse. Contact: Sr. Marjorie Fallon, Saint Joseph College, West Hartford, Conn. 06117, 203/232-4571, ext. 217.

Sept. 19-22: Women and Violence, Atlanta, Ga.; **Sept. 26-29:** Hostage and Kidnap Negotiations, Winchester, Va.; **Oct. 3-6:** Evacuation of Business Personnel, Nassau, Bahamas; and, **Oct. 31-Nov. 6:** Providing Protective Services for Executives and Officials, Winchester, Va., all sponsored by Richard W. Kobetz and Associates. Contact: Richard W. Kobetz and Associates, North Mountain Pines Training Center, Route Two, Box 342, Winchester, Va. 22601, 703/662-7288.

Sept. 29-Oct. 1: Second Annual National Work Furlough/Corrections Training Conference, San Diego, Calif., sponsored by the San Diego Work Furlough Center. Contact: Penny Moore, Work Furlough Center, 551 S. 35th St., San Diego, Calif. 92113, 714/234-3171.

Oct. 3-6: Serious and Repetitive Juvenile Offenders and Improving Managerial Effectiveness in Courts: Using Time Wisely, both held in Newport, R.I.; **Oct. 10-13:** Managing Rural Courts, Boston, Mass.; **Oct. 20-23:** Strengthening the Executive Component of the Court, Santa Fe, N.M.; and **Oct. 24-29:** Personnel Administration, Philadelphia, Pa., all sponsored by the Institute for Court Management. Contact: Institute for Court Management, 1624 Market St., Suite 210, Denver, Colo. 80202, 303/534-3063.

Oct. 4-7: Advanced Police Computer Applications and Management, Washington, D.C.; **Oct. 4-8:** Police Productivity, Kansas City, Mo.; **Oct. 11-14:** Police Discipline, New Orleans, La.; **Oct. 18-21:** Shooting! Classroom and Range Instruction, Las Vegas, Nev.; and, **Oct. 18-22:** Police Facilities Planning and Design, Atlanta, Ga., and Crime Analysis, Las Vegas, all sponsored by the International Association of Chiefs of Police. Contact: IACP, Professional Development Division, Eleven Firstfield Rd., Gaithersburg, Md. 20878, 800/638-4085.

Oct. 4-8: 5th Annual International Crime Prevention Conference and Exposition, Des Moines, Iowa, sponsored by the International Society of Crime Prevention Practitioners. Contact: 5th Annual International Crime Prevention Conference, P.O. Box 713, Oakton, Va. 22124, 703/620-4454.

Oct. 4-8: Administration of Field Training Officer Programs; **Oct. 4-15:** Law Enforcement Planning Officers Seminar; **Oct. 11-15:** Hostage Negotiating Course; **Oct. 18-29:** Computer Technology in Law Enforcement; and **Oct. 25-29:** Arson Investigation Seminar for Public Safety Agencies, all held in Evanston, Ill., and sponsored by the Traffic Institute. Contact: Registrar, The Traffic Institute, Northwestern University, 555 Clark St., P.O. Box 1409, Evanston, Ill. 60204, 312/492-7245.

Oct. 4-8: Police Budget Workshop; **Oct. 11-13:** Population Impact Analysis; **Oct. 13-15:** Police Media Relations; **Oct. 18-20:** Advanced Police Media Relations; **Oct. 18-29:** Police Motorcycle Instructor Course; **Oct. 20-21:** Fuel Efficient Driving Instructor; **Oct. 25-28:** Seminar for the Field Training Officer; **Oct. 25-29:** Police Traffic Radar Instructor; and, **Oct. 27-29:** Psychological Screening of Police Officers, all held in Jacksonville, Fla., and sponsored by the Institute of Police Traffic Management. Contact: IPTM, Univ. of North Florida, 4567 St. Johns Bluff Rd., S., Jacksonville, Fla. 32216, 904/646-2722.

Oct. 4-15: Crime Prevention Technology and Programming, and **Nov. 1-5:** Burglary and Armed Robbery Prevention, both held in Louisville, Ky., and sponsored by the National Crime Prevention Institute. Contact: Admissions, National Crime Prevention Institute, School of Justice Administration, Shelby Campus, Univ. of Louisville, Louisville, Ky. 40292, 502/588-6987.

Oct. 5: Time Management; **Oct. 6:** Supervision and Leadership; **Oct. 7:** Stress and Burnout; **Oct. 19:** Office Management Skills; and, **Oct. 20:** Sexual Abuse, all held in Massachusetts and sponsored by the Juvenile Justice Management Training Program of Massachusetts Half-way Houses, Inc. Contact: JJMT, P.O. Box 348, Back Bay Annex, Boston, Mass. 02117, 617/267-1573.

Oct. 7-9: 6th National Conference on Medical Care and Health Services in Correctional Institutions, Chicago, sponsored by the Jail Health Care Accreditation Program. Contact: 6th National Conference, American Health Care Consultants, 333 E. Ontario St., 2902B, Chicago, Ill. 60611, 312/440-1574.

Oct. 10-14: Metropolitan Areas and Serious Juvenile Crime, and Volunteers and the Serious Juvenile Offender, Detroit, Mich.; and **Oct. 24-29:** Family Court and Issues in Family Law, Reno, Nev.; all sponsored by the National College of Juvenile Justice. Contact: National College of Juvenile Justice, P.O. Box 8978, Reno, Nev. 89507, 702/784-6012.

Oct. 11-15: Crime Prevention, and Firearms Instructor Course, Atlanta, sponsored by the Georgia Police Academy. Contact: Ms. Tobie Oliver, Registrar, Georgia Police Academy, P.O. Box 1456, Atlanta, Ga. 30371, 404/656-6105. ■

U.S. Department of Justice
Office of Justice Assistance,
Research, and Statistics

Official Business
Penalty for Private Use $300

Postage and Fees Paid
U.S. Department of Justice
Jus 436
THIRD CLASS
BULK RATE

Washington, D.C. 20531

people people people people

James O. Golden, director of OJARS' criminal conspiracies programs, has been nominated by President Reagan to a four-year term as United States marshal for the District of Columbia.

Mr. Golden served in OJARS and the former Law Enforcement Assistance Administration since 1973. He has been primarily responsible for establishing and directing the agencies' anti-fencing "Sting" programs, which began in 1974.

Before joining LEAA, Mr. Golden held several positions in the private security field, including two years as director of security for the Hughes Tool Co. in Las Vegas. He also served in numerous law enforcement agencies, including the Eau Claire County, Wisconsin, sheriff's department, and was a special agent with the U.S. Secret Service from 1954 to 1960.

Robert Van Pelt, senior judge in the U.S. District Court for the District of Nebraska, has received the American Judicature Society's Herbert Harley Award in recognition of his more than 60 years of contributions to the administration of justice.

The award cited his leadership to Nebraska in improving rules of evidence, implementing a magistrates system, developing codes of professional conduct, and advocating an equitable retirement plan for the state's judges.

It also noted that over the years Mr. Van Pelt has distinguished himself as a lawyer, prosecutor, and educator, as well as a judge.

Paul Charters, administrator of Juvenile Residential Treatment Services, Florida Department of Health and Rehabilitative Services, has been elected chairman of the Commission on Accreditation for Corrections.

Other officers elected for the 1982-83 year are: vice chairman, **John W. Braithwaite,** deputy commissioner for communications, Correctional Service of Canada; parliamentarian, **B. James George,** professor, New York Law School; and, executive committee members, **Gary R. Blake,** director of the Montgomery County, Maryland, Department of Correction and Rehabilitation, and **Linda D'Amario,** assistant director of youth services, Rhode Island Department of Corrections. ■

3/7

September 1982
Vol. 3, No. 7

U.S. Department of Justice

NEWARK PUBLIC LIBRARY

OCT 14 1982

U. S. GOVT. PUBS.
DEPOSITORY 376

OJARS
NIJ
OJJDP
BJS

Justice Assistance News

Delinquent Behavior Spawned By 'Traditions Of Crime'

The key factor in preventing juvenile delinquency is to get families, schools, peer groups, youth gangs, local officials, and social organizations involved in providing healthier social development opportunities for young people, according to two reports published by the National Institute for Juvenile Justice and Delinquency Prevention.

"It is logically impossible to attack the persisting causes of delinquency by treating individuals whose behavior is the outcome of those causes," said one of the reports, "The Prevention of Serious Delinquency: What to Do?"

Much of the nation's serious delinquency, it added, can be found in those parts of U.S. cities where land-use policies created slums and where traditions of crime were generated by immigrants, the unemployed, and the dispossessed, who were attracted by the social support of others like themselves or by nearby job opportunities or who were forced there by low rents or racial discrimination.

"The cultural transmission of criminal values and behavior patterns keeps the delinquency rate high and stable and preserves the area's cultural disorganization," it said. "The process, then, continues in a vicious circle."

Criminal Behavior Learned

"In essence," it commented, "an individual learns criminal behavior, particularly within social groups or social areas where there is a culture conflict or inconsistency surrounding the violation of the law."

If the social process of making a youngster moral has been interrupted by uncaring or poorly trained parents, inadequate school performance, job failure, unemployment or discrimination, the child is more at risk and is more likely to be influenced by similar youths who provide the support, rewards and reinforcements that the conventional world withholds, the report pointed out.

A juvenile delinquent, it said, learns criminal behavior, which he accepts as normal, in local communities or social

(continued on page 4)

Much of the nation's serious delinquency occurs in city ghetto areas with traditions of crime, the study said.

J 1.59:

In This Issue

Delinquent Behavior Learned, Study Says 1

BJS Announces 5-Year Plan 3

Probation, Parole Population Surveyed 5

Adult Criminality Not Predicted By Juvenile Behavior, OJJDP Study Reports 8

NIJ Research Briefs 10

Justice Assistance News

Published 10 times a year by the Public Information Office, Office of Justice Assistance, Research, and Statistics, in conjunction with the Bureau of Justice Statistics, National Institute of Justice, and Office of Juvenile Justice and Delinquency Prevention.

Joseph Krovisky, Assistant Director
Public Information Office

Anne R. Voigt, Editor

U.S. Department of Justice
Washington, D.C. 20531

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of Management and Budget through September 30, 1984. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING

Undercover Operations: Essential To Combat Public Corruption

The following is excerpted from an address by Attorney General William French Smith at a public forum sponsored by the Association of the Bar of the City of New York.

I would like to outline my views on a law enforcement issue of substantial importance and current interest—the use of undercover operations to investigate especially secretive crimes, including public corruption. Although undercover operations have evoked greater public attention recently, they have for years been a staple of law enforcement efforts against the most pernicious of crimes. The judicious use of undercover techniques has often been the only way to detect and deter the secretive activity that characterizes certain kinds of very serious crime, like public corruption.

In the nearly three quarters of a century since the creation of the Bureau of Investigation, federal law enforcement has compiled an impressive record of effective investigations and enforcement. It is only during the last decade—and especially the last six years—however, that federal resources have been concertedly and effectively employed to fight the most secretive of crimes like public corruption. The key to that effort has largely been the refinement of undercover techniques.

To assess the need for undercover techniques, we must first gauge the magnitude of the evil we seek to combat. Drug trafficking, organized crime, white-collar crime, and public corruption are all serious threats to our society. They occur beneath the surface of society and employ every imaginable device to remain hidden from public view. There usually is little incentive for the victims of these crimes to report their occurrence. Only active, undercover law enforcement can penetrate that veil of secrecy.

In recent years, the Department of Justice has dramatically altered its enforcement program and its priorities to seek out this type of crime. Late in 1975, the Attorney General's Committee on White-Collar Crime was established. The Committee recommended an increased and improved effort—including a less reactive approach to ferret out violations. In January 1976, the Department organized a new Public Integrity Section in its Criminal Division. In early 1977, many of the recommendations of the White-Collar Crime Committee were implemented. In 1978 the FBI set up its Criminal Undercover Operations Review Committee, and specific written Guidelines on Undercover Operations were issued by the Justice Department just 18 months ago.

Much of this process was a response to growing public concern—and the public concern was fully expressed in the United States Congress. In the mid-1970s the Subcommittee on Civil and Constitutional Rights of the House Judiciary Committee itself began to urge an enhanced effort against more sophisticated kinds of crime.

Under Attorney General Edward Levi and Deputy Attorney General Harold Tyler, and later under Attorneys General Griffin Bell and Benjamin Civiletti—and under FBI Directors Clarence Kelly and William Webster—the FBI has demonstrated its willingness and its ability to conduct the necessary kinds of undercover investigations. The strides have been monumental. For example, following a lengthy undercover investigation, the FBI recently apprehended the leaders of what appears to be a large and sophisticated Japanese commercial espionage ring attempting to pirate American computer technology. In the last two fiscal years, using less than 1

(continued on page 6)

BJS Announces Five-Year Program Plan

The Bureau of Justice Statistics has unveiled its long-range plans for the agency, saying the collection, analysis, and distribution of criminal justice data among law enforcement professionals is one of its top priorities.

"As the national repository for statistical information dealing with crime and the administration of justice, this Bureau is attempting to provide an objective, independent, and competent source of policy-relevant data," said Benjamin H. Renshaw, III, acting BJS director.

The underlying goal of all programs supported by BJS is to provide useful data to the Executive Branch, Congress, and criminal justice and academic communities, he said.

Mr. Renshaw described the goals, objectives, and program areas BJS will concentrate on through 1986 in the "Bureau of Justice Statistics Five-Year Program Plan."

Evaluate Crime Survey

One long-term effort planned by the Bureau is to evaluate its National Crime Survey on the incidence and characteristics of criminal victimization in the United States.

The Bureau also plans to initiate a special series of statistical reports on federal data, while continuing the BJS Bulletin series which presents statistical information on criminal justice matters on a monthly basis.

A new publication, "Report to the Nation on Crime and Justice—The Data," is intended to provide a continuing overview of criminal justice activity and to increase public awareness of the complexities and problems in the criminal justice system.

Upgrade UCR

BJS also plans to improve its techniques for the collection and analysis of data at the state and national levels. For example, it is continuing its work with the FBI to evaluate and upgrade the Uniform Crime Reports (UCR) program. A new program will develop and analyze data tracking the movement of cases and offenders through the federal justice system. Another program will develop and implement innovative techniques for the collection and analysis of data relating to areas of priority federal concern, such as white-collar crime, public fraud, and high technology crime.

Other objectives announced by BJS include:

—Develop and refine a statistical series on court and adjudicatory activities of state and local government.

—Manage the adult and juvenile correctional statistics program, including annual collection, analysis, and publication of statistics on prison, jail, probation, and parole populations and the periodic censuses of prisons, jails, and juvenile detention facilities and surveys of prisoners, jail inmates, and juvenile detainees.

—Establish a comprehensive series describing the organization, resources, and financing of state and local criminal justice agencies.

—Design, prepare, and disseminate briefing materials dealing with crime and the administration of justice for the National Indicators System program which was developed to inform the President and key White House staff members of the extent and impact of crime in the nation.

BJS also will continue its efforts to ensure the confidentiality of criminal history records and establish policies affecting the security, accuracy, and interstate exchange of criminal justice information.

To obtain a free copy of the plan, contact the National Criminal Justice Reference Service, Box 6000, Rockville, Md. 20850, 301/251-5500. ■

'McGruff' Hits The Slopes!

McGruff, the crime dog, is joining forces with the National Association of Ski Shops (NASS) to take a bite out of crime on the ski slopes. To combat the theft of expensive ski equipment—with losses totaling an estimated $15 million each year—NASS is registering skiers and the serial numbers of their equipment. Skiers are given a registration card featuring McGruff and a hotline telephone number to contact to report stolen equipment. NASS then sends ski shop operators a computerized listing of the serial numbers of stolen equipment which can be matched to the numbers on equipment brought in for service or repair. Further information about the program is available from NASS, P.O. Box C-4, Mammoth Lakes, Calif. 93546, 714/934-7600. ■

Views In The News

CATCHING COMPUTER CROOKS: "Computer crime is already an international problem of formidable dimensions and is expected to increase with the growth of electronic data processing. The question is whether legal and technological means of combating it can at least stay apace of the problem . . .

"Prevention of electronic crime can be difficult because perpetration is often easy. A clerk discovers he can print extra copies of his paycheck just by hitting the repeat button on a computer and—*bingo!*—he begins sending himself several checks a week. Embezzling by computer is so common that the FBI now runs a special training program on data processing for its agents . . .

"Some computer systems lack virtually any security. Others can be easily and remotely invaded simply by knowing a 'secret' telephone number and having access to a terminal . . .

"There is an industry devoted to making computer systems secure, but there is a limit to what even the most ingenious countermeasure can do . . .

"A coordinated effort at local, state and national levels is needed to prevent computer abuse and to punish offenders. As the paperless, totally wired society of the future moves from science fiction toward reality, high-tech crooks are bound to proliferate. And they won't be easy to outwit."—*Editorial, The Chicago Tribune.* ■

Delinquent Behavior Learned, Study Says

(continued from page 1)

groups where violent conduct is tolerated or encouraged.

The report and the companion volume, "Preventing Delinquency," and a 30-minute movie, "Preventing Delinquency—The Social Development Approach," were prepared for the National Institute—which is a part of the Office of Juvenile Justice and Delinquency Prevention—by the University of Washington's Center for Law and Justice in Seattle. The reports were written by Joseph G. Weis, John Sederstrom, and J. David Hawkins.

"Preventing Delinquency" stated that more than 40 percent of all arrests for murder, forcible rape, robbery, aggravated assault, burglary, larceny, and motor vehicle theft are of youths less than 18 years old.

More Youths Arrested

Between 1970 and 1977, it said, the adult arrest rate for these crimes increased by 21 percent and the juvenile rate by 22 percent, but the arrest rate for youths remained about 65 percent greater than that for adults. During the same period of time juvenile court referrals increased by 36 percent, while adult prosecutions increased by 9 percent.

Both reports emphasized the crucial impact on children of the community's socializing institutions, that is, family, school, peers, coworkers and friends, among others.

Pilot Projects

The Office of Juvenile Justice and Delinquency Prevention has implemented a research and development project based on the recommendations in six school-based programs in Reading, Pennsylvania; Bangor, Maine; Waterbury, Connecticut; Delray Beach, Florida; Paterson, New Jersey; and New York City as well as in a more comprehensive, long-term project in Seattle.

Individual copies of both reports may be obtained from the Juvenile Justice Clearinghouse, National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850, telephone: 301-251-5500 or 800-638-8736.

The 16mm film is available from the National Criminal Justice Reference Service Audio-Visual Program for a rental fee of $25. ■

1981 Probation, Parole Population Surveyed

There were 1,445,800 adults on probation or parole in the United States at the end of last year, the Bureau of Justice Statistics has announced. Some 1,222,000 were on probation and 223,800 on parole, it said.

The bureau said that at the same time there were 352,500 people in state and federal prisons and about 156,800 people in jails. Thus, 74 percent of persons under correctional authority were being supervised in the community.

The total of 1,955,100 persons in jail, prison, parole, or probation did not include parolees under county jurisdiction, juveniles, or persons incarcerated in mental health institutions in lieu of prison, the bureau said in its bulletin, "Probation and Parole 1981."

Parole, Probation Increased

The parole population includes all adults under federal or state parole supervision, whether released from prison as the result of parole board decisions or the result of mandatory releases.

The probation population includes all adults who, as a part of a federal, state, or local court order, have been placed under the supervisory authority of a probation agency.

The prison population includes all inmates of federal and state institutions sentenced to more than one year.

The jail population includes both convicted and unconvicted adults held in locally operated jails. (The figure is for February 1978, the most current available. Jail populations are expensive and difficult to obtain on a national basis because of the large number of jails and the lack of uniform reporting requirements.)

The probation population is divided evenly between felons and misdemeanants, the bulletin said.

During 1981 the probation population rose by 9 percent and the parole population by less than 2 percent, the bulletin said.

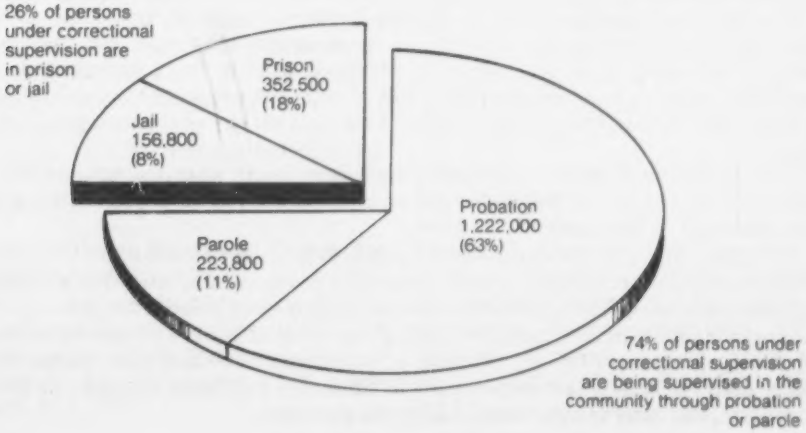
Probation Practices Vary

The bulletin said there is a wide variation in state probation practices. In some states, probation is permitted only with thoroughgoing supervision. In others, it functions simply as a suspended sentence.

Many probation agencies provide liaison functions between the courts and various social service agencies, the bulletin said. For example, in many states probation offices monitor how well offenders comply with court-ordered conditions, such as attendance at drug rehabilitation centers, drunk driving schools, or family counseling sessions as well as the payment of fines, restitution, or child support. Some states count persons monitored in this manner, but some do not. In other states such monitoring is not done by probation agencies.

Single copies of the bulletin may be obtained free from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850 or by calling 301-251-5500. ■

Adults under correctional supervision, yearend 1981


26% of persons under correctional supervision are in prison or jail
Prison 352,500 (18%)
Jail 156,800 (8%)
Probation 1,222,000 (63%)
Parole 223,800 (11%)
74% of persons under correctional supervision are being supervised in the community through probation or parole

Number Of State, Federal Prisoners Up In 1st Quarter

The number of state and federal prisoners rose by 15,345 during the first quarter of 1982 to reach a record 384,316, the Bureau of Justice Statistics has announced.

The bureau said there was a 13.7 percent increase in prisoners during the 12-month period ending March 31, 1982. During 1981, the annual rate was 12.1 percent.

The first quarter increase for states (15,049 or 4.4 percent) represents an increase at an annual rate of more than 18 percent, the bureau said. The number of women in prison grew at almost twice the rate of men during the first quarter, but women comprised only 4 percent of the total prison population.

The number of federal prisoners last February 28 (the latest available figures) was 28,429. The number of prisoners rose in all states except Minnesota and Illinois. Alaska, Georgia, Mississippi, Nevada, New Hampshire, West Virginia, and Wyoming posted increases of 8 percent or more in the last quarter and a 20 percent increase in the preceding 12 months.

The four states with the largest prison populations—Texas (33,297), California (30,402), New York (26,372), and Florida (24,578)—held 30 percent of the national total. ■

Moving?

Don't forget to write!

You can help us speed your change of address by clipping the label from your *News* and sending it with your address to:

Justice Assistance News
633 Indiana Ave., N.W.
Washington, D.C. 20531

GRANTS

OJARS

• $559,500 to the **Commission on Accreditation for Law Enforcement Agencies, Inc.**, Manassas, Virginia, to complete the development of national standards for measuring the efficiency and professionalism of law enforcement agencies in cooperation with the International Association of Chiefs of Police, National Sheriffs' Association, National Organization of Black Law Enforcement Executives, and the Police Executive Research Forum.

OJJDP

• $179,980 to the **National College of District Attorneys** at the University of Houston Law Center to develop a youth prosecution training curriculum and conduct seminars.

The courses will give prosecutors who work primarily in juvenile courts training in priority prosecution of serious and violent juvenile offenders, including evidence presentation and the confidentiality of juvenile records. The courses will be designed to show prosecutors how to handle young offenders more effectively, expeditiously, and fairly.

• $279,289 to the **University of Southern California's Social Science Research Institute** to study the subsequent criminal careers of 7,100 juvenile offenders who were petitioned to the Los Angeles County Juvenile Court during an 18-month period 30 years ago. The study will compare those youths who continued in careers of violent crime with those who did not.

• $204,992 to the **National Council of Juvenile and Family Court Judges**, Reno, Nevada, to develop new courses and provide training on dealing with serious and violent juvenile offenders. The new curricula will help juvenile and family court judges become more familiar with practical programs for treating young delinquents and reintegrating them into the community. ■

Undercover Operations Essential

(continued from page 2)

percent of its total budget, the FBI's undercover operations have netted illicit funds and property of over $109 million. In just those two recent years, arrests arising from FBI undercover operations alone have totaled more than 2,700—and resulted in nearly 1,100 convictions.

The message is clear. Every corrupt public official, drug trafficker, or organized crime figure should recognize that he is not beyond reach of the law.

In the course of our increased efforts against these kinds of carefully concealed crime and corruption, the Department of Justice quickly learned what must now be regarded as a fundamental tenet. An enforcement program can never succeed without the effective use of undercover investigations.

By their very nature, these are clandestine crimes. Payment of a bribe is not a public event. Neither the person who pays nor the person who takes a bribe heralds that fact from the roof tops. The person who pays, even if regarded as a victim, typically makes no report to the authorities.

In most cases, there is only one way for law enforcement to apprehend such criminals and to deter such crimes. It must interject its agents into the midst of corrupt transactions. It must feign the role of corrupt participant. In short, it must go undercover. If it does not, we as a society, as taxpayers, as persons with respect for law, can do nothing but tolerate this particularly pernicious and costly form of crime. And, to go further, our undercover techniques—although they must be judicious and they must be controlled—must also be innovative. Otherwise, we must settle for apprehending only those at the lower levels of corruption. Our techniques must be as sophisticated as those we want to catch.

Of course, undercover operations present certain dangers. The techniques are sensitive and by definition involve subterfuge. There is a potential for mischief, for undue invasion of privacy, for illegal activity committed by law enforcement agents themselves. Although exceedingly unlikely, every potential injustice must be considered and minimized. For that reason, the Department of Justice and the FBI have built controls into the system.

Undercover operations must be approved by a separate Review Committee made up of FBI specialists, members of the FBI's Division of Legal Counsel, and Department of Justice officials. The Committee reviews the propriety and legality of every operation involving any "sensitive issue" before it is begun. It reviews the continuation of every operation beyond six months—and monitors most investigations with even greater frequency.

All undercover operations are now conducted under written guidelines that reflect the experience and insights gained by the FBI and Department of Justice. These guidelines incorporate numerous safeguards beyond those necessary to comply with the law. No invitation to engage in an illegal activity may be offered unless:

—the corrupt nature of the activity is reasonably clear to the target;

—there are reasonable indications the operation will reveal illegal activity; and

—the character of the illegal transaction justifies the inducements offered.

In addition, the authorization of the FBI Director is necessary before any inducement may be offered to someone absent a reasonable indication that the person already has engaged or is engaging in the illegal activity being investigated. The guidelines, which also cover the other kinds of activities necessary in undercover operations, are themselves reviewed against those lessons learned from on-going investigations.

Although these guidelines had not formally been issued when the Abscam investigations were begun, the legality of the practices employed have been substantially demonstrated in the courts.

In a democracy, it is essential for the public to have confidence in the integrity of influential and powerful institutions—especially governmental institutions. And it is the effectiveness of federal law enforcement in uncovering public corruption that reassures the public in their belief in the high integrity of the overwhelming majority of their government officials. Nothing would do more to undermine public confidence than for federal law enforcement to be denied the means necessary to detect, prosecute, and deter crimes committed by the powerful. ■

Negotiation Can Resolve Police-Community Conflict

Negotiation, not confrontation, holds the answer for many problems that cause police and minority groups to oppose one another rather than work as allies, according to a new booklet on police use of deadly force released by the Community Relations Service (CRS) of the U.S. Department of Justice.

"Both groups can learn and profit by listening to one another," CRS Director Gilbert G. Pompa said in releasing *Police Use of Deadly Force: A Conciliation Handbook for Citizens and the Police.*

The handbook says the most effective way to reduce police-citizen conflict over the force issue is for each side to make a concerted effort to understand the other's concerns and to act wherever possible to remove sources of friction in the relationship.

The publication also discusses police-community relations programs, police response to demonstrations and civil disorders, psychological testing of officers, and civilian review boards.

"Not all police shootings are justified, and improved policies and training can reduce the number of fatalities and the community disruptions that follow," Mr. Pompa said. "On the other hand, if the minority community had a better understanding of the police officer's role and the reasons for certain policies and proceedings, citizen cooperation and police protection would both improve."

The booklet contains a number of recommendations concerning a department's firearms policy, the procedure for handling citizens' complaints, and the recruiting and training of officers.

The handbook is another step in an effort CRS began over two years ago in response to increasing incidents in communities involving police use of force. The agency's 1981 caseload figures show a 26 percent increase in requests for assistance over the preceding year.

Single free copies of the handbook may be obtained from the Community Relations Service, U.S. Department of Justice, Washington, D.C. 20530. ■

Publications

Sentencing Reform: A Review and Bibliography, by J. L. Miller, Marilyn McCoy Roberts, and Charlotte A. Carter, published by the National Center for State Courts. The cost is $12.00 and the order number is R0061. To order, write: Publications Coordinator, National Center for State Courts, 300 Newport Ave., Williamsburg, Va. 23185.

The Impact of Employment Programs on Offenders, Addicts, and Problem Youth: Implications from Supported Work, by Irving Piliavin and Stanley Masters, published by the Institute for Research on Poverty. The cost is $3.50 and the order number is 665-81. To order, write: Institute for Research on Poverty, 3412 Social Science Bldg., University of Wisconsin-Madison, Madison, Wisc. 53706.

Standards for Residential Centers for Children, published by the Child Welfare League of America. The cost is $12.50 and the order number is I-37. To order, write: Child Welfare League of America, Inc., 67 Irving Place, New York, N.Y. 10003.

Justice for Young Women: Close-up on Critical Issues, Sue Davidson, editor, published by the National Female Advocacy Project of New Directions for Young Women. The cost is $5.00. To order, write: New Directions for Young Women, 376 South Stone Ave., Tucson, Ariz. 85701.

Digital Communications Techniques and Equipment for Law Enforcement Use, published by the Department of Commerce's National Bureau of Standards for the National Institute of Justice. The cost is $10.50 and the order number is 82-195496. To order, write: National Technical Information Service, Springfield, Va. 22161.

Juvenile Justice Publications of the U.S. Department of Justice: A Comprehensive Bibliography, compiled by Richard S. Rosenthal and Jacqueline J. Smith for OJJDP's National Institute for Juvenile Justice and Delinquency Prevention. To order a free copy, write: National Criminal Justice Reference Service, Box 6000, Rockville, Md. 20850.

Annual Programs Plan for Fiscal Year 1983, published by the National Institute of Corrections. To order, contact: Nancy Sabanosh, National Institute of Corrections, 320 First St., N.W., Washington, D.C. 20534, 202/724-3106.

Mentally Retarded Offenders: A Handbook for Criminal Justice Personnel, published by the Federation for Community Planning. The cost is $7.95. To order, write: Marcie Goodman, Federation for Community Planning, 1001 Huron Rd., Cleveland, Ohio 44115.

The Public Inebriate: Overview and Alternatives to Jail, a compilation of proceedings and findings from the First National Conference on the Public Inebriate sponsored by the National Coalition for Jail Reform, National Association of State Alcohol and Drug Abuse Directors, and National Council on Alcoholism, Inc. The cost is $5.00. To order, write: Wisconsin Clearinghouse, 1954 E. Washington Ave., Madison, Wisc. 53704. ■

Study Finds Little Relationship Between J

It is very difficult, except in cases of youth who have long histories of chronic involvement in delinquency, to predict from juvenile misbehavior those who will go on to become adult criminals, according to a new study, "Assessing the Relationship of Adult Criminal Careers to Juvenile Careers."

The six-year study said there is obviously some relationship between juvenile delinquency and adult criminality, but that many thousands of persons who have no police contacts at all before they are 18 years old go on to become adult criminals and that many thousands of persons who have five or more police contacts as juveniles go on to become law-abiding citizens.

The 964-page report said the juvenile justice system, as it now works, frequently is ineffective in deterring teenagers from continued misbehavior. It said that the imposition of sanctions and the intervention of social workers and social programs with a delinquent juvenile is often counterproductive.

The study said it found "with considerable regularity" an increase in frequency and seriousness of misbehavior in the periods immediately after sanctions had been imposed on a juvenile male. This increase in seriousness of misbehavior was not true for females—whose conduct remained at about the same level.

The study also found that when law-abiding adults who had been juvenile delinquents were asked why they had changed their behavior, they very seldom said it was because of fear of the police or being arrested. They usually said they had just reappraised their own behavior as they had grown older, had changed their own self-concept, and found that what they had thought fun as a juvenile was no longer appropriate behavior as an adult.

Three Groups Studied

The study was carried out between 1974 and 1980 by Lyle W. Shannon, director of the Iowa Urban Community Research Center at the University of Iowa in Iowa City. The Office of Juvenile Justice and Delinquency Prevention (OJJDP) contributed $360,000 for the study, and the Fleischman Foundation and the University of Iowa also provided support.

The research was conducted in Racine, Wisconsin, a city of 100,000 that Mr. Shannon describes as a "microcosm" of the United States. The delinquent and criminal careers of three groups of persons—totalling 6,127—were followed. One group was born in 1942 and their contacts with law enforcement were traced from age six through 32.

A second group was born in 1949 and their police contacts were traced from age six through 25. The third group was born in 1949 and traced from age six through 21.

In an executive summary to the study, Mr. Shannon wrote: "Much of the concern about juvenile delinquency has been based on the premise that it leads to adult crime. Although a variety of analytical techniques and measures of continuity and seriousness of careers have been generated and concluded that there is some relationship between juvenile delinquency and adult criminality, the relationship is not sufficient to permit prediction from juvenile misbehavior of who will become adult criminals.

Seriousness Declines

"Furthermore, to the extent that a relationship exists, it may be explained by the operation of the juvenile and adult justice systems as well as by continuities in the behavior of juveniles."

The author recommends counseling and release by police rather than arrest and referral to court because, he says,

uvenile Delinquency And Adult Criminality

Mr. Shannon said the most prevalent pattern of delinquent behavior is one of declining seriousness and discontinuation after the teen-age period.

"The few who continue to have police contacts with an increase in seriousness (and finally a decline) are those who become well known to the adult justice system and thus create the impression of continuity and increasing seriousness in delinquent criminal careers," he said. "It is this relatively small group of 'hard core' continuers on whom attention should be focused by the juvenile and adult justice systems."

Mr. Shannon said only in the inner-city or ghetto area of Racine was there anything approaching strong evidence for a continuity of relationships between juvenile and adult criminal careers, and even there it would have been extremely difficult to tag correctly individual juveniles as probable future adult criminals.

these sanctions are counterproductive.

For the group born in 1942, of the 11.7 percent who lived in the inner-city and its immediate environs and had continuous police contacts up to age 18, 53.3 percent had high seriousness scores after 18.

Mr. Shannon said that no other area and no other continuity type was near these high seriousness scores after 18. He said findings were similar for the groups born in 1949 and 1955.

"There are certain categories of persons who have a high probability of having serious careers that include felonies, but there is also a high degree of dispersion in that people scattered throughout the community who either had no juvenile record or only had intermittent (police) contacts for minor offenses ultimately are charged with serious offenses by law enforcement agencies," he said. "Because they do not have extensive records as juveniles, there is no basis for predicting their later criminal behavior. Knowing that a high percent of those from a high risk group will have serious offenses as adults is not the same as predicting who in a total cohort will have serious offenses as an adult."

Patterns Contradictory

Mr. Shannon said that when official police records were combined with personal interviews with many of the persons in the 1942 and 1949 cohorts, well over 90 percent of each group's males had engaged in youthful misbehavior, followed by 65 to 70 percent of the females. Of those who had been stopped by the police or done things for which they could have been caught but were not, only 5.3 percent of the 1942 group and 8.1 percent of the 1949 group had a felony-level police contact after age 18. The study said that less than 8 percent of the people interviewed said they stopped their misbehavior because of fear of getting caught.

Pointing up the inherent contradictions in behavior patterns, the research showed that of the 6,127 cases reviewed, 5 percent of the people interviewed who had no police contacts at all before age 18 wound up having five or more police contacts after becoming adults at age 18. However, of the individuals who had five or more police contacts before age 18, 65 percent had five or more police contacts after 18.

13-Year Span Examined

Tracing criminal involvement and seriousness of the offenses over the 13-year span between the first group studied who were born in 1942, and the last group, born in 1955, the study said that comparison of the three groups revealed that overall rates of police contact did not increase from cohort to cohort as much as did rates of police contact for the more serious offenses such as assault, burglary, theft, and robbery. The percentage of police contacts involving these more serious offenses more than doubled between 1942 and 1955 for the age period between six and 17, and more than tripled for the age period 18-20.

The study said that delinquency among females increased from group to group even more than it did among males, regardless of the measure of frequency or seriousness employed.

The study said that during this period, the number of police officers patrolling Racine rose from 89 to 169, but this increase did not begin to match the increase in arrest rates in the community.

Recommendations Made

Mr. Shannon made several recommendations, that focus on school, police, and juvenile court policies. In the police area, he called for continuation and expansion of street-level dispositions rather than arrest and referral to court. Counseling and release in most cases by the officer "is probably a wise policy because fewer youth are brought into the justice system, a step for which we see little evidence of positive results," Mr. Shannon said.

Copies of the executive summary are available from the Juvenile Justice Clearinghouse, National Criminal Justice Reference Service (NCJRS), Box 6000, Rockville, Maryland 20850. The full report is available on microfiche from NCJRS at a cost of $18. ■

Research Briefs

National Institute of Justice

NIJ Advisory Board Appointed

The President has appointed 17 members of the NIJ advisory board, which convened for the first time on August 26-27 in Washington, D.C. At its initial meeting, the Board elected **Dean Wm. Roach,** commissioner, Pennsylvania Crime Commission, to be chairman of the board. **Frank Carrington,** executive director, Victims' Assistance Legal Organization, was elected vice chairman.

Other Board members are:

Donald Baldwin, executive director of the National Law Enforcement Council, Washington, D.C., and government relations/public affairs consultant.

Pierce R. Brooks, consultant and author on law enforcement, formerly chief of police, Eugene, Oregon.

James Duke Cameron, justice, Arizona Supreme Court.

Donald L. Collins, attorney, formerly member of Alabama Legislature (1962-1966).

Harold Daitch, attorney, partner, Leon, Weill and Mahony, New York City.

Gavin de Becker, security and safety consultant, Las Vegas, Nevada.

George D. Haimbaugh, Jr., David W. Robinson professor of law, University of South Carolina Law School.

Samuel Kirsch, member, New York State Assembly, attorney.

Richard L. Jorandby, public defender, Fifteenth Judicial Circuit of Florida.

Kenneth L. Khachigian, public affairs consultant, formerly special consultant to the President.

Mitch McConnell, county judge/executive, Jefferson County, Kentucky.

Frank K. Richardson, associate justice, California Supreme Court.

Bishop L. Robinson, deputy commissioner, Baltimore, Maryland, Police Department.

James B. Roche, Massachusetts State Police Force.

H. Robert Wientzen, manager, Field Advertising Department, Procter & Gamble.

Under the Justice System Improvement Act of 1979, the advisory board recommends policies and procedures to NIJ and advises on peer review procedures. Depending on the terms of their appointment, the board members will serve from one to three years.

Attorney General Names New NIJ Director

James K. "Chips" Stewart, a special assistant to Attorney General William French Smith with wide experience in policing and research, was named acting director of the National Institute of Justice. He assumed his duties on August 30.

Mr. Stewart's appointment was announced by Deputy Attorney General Edward C. Schmults following the swearing in of NIJ Advisory Board members on August 26 at the Justice Department. Mr. Schmults said the Attorney General has recommended Mr. Stewart to the President to be director of the National Institute of Justice. The White House anticipates that the President will announce the nomination in the near future.

In 1981, Mr. Stewart was selected as a White House Fellow and assigned as special assistant to the Attorney General. Before coming to Washington, Mr. Stewart served in the Oakland Police Department for 15 years. He served in patrol and was promoted up the ranks to sergeant in the Police Training, Research, and Special Operations Unit and then to lieutenant, Commanding Personnel Section. In 1977, he was appointed commander, Criminal Investigations Division. During his police career, Mr. Stewart was involved in a number of research projects, both as a researcher and as a member of advisory panels guiding research design and implementation. The research covered a range of topics including juvenile diversion, pretrial release, programmed instruction for police officers, police booking procedures, and various aspects of the investigative process. Mr. Stewart was team leader on an Oakland research project that developed and field tested a job related, non-discriminatory physical performance test that became the standard for other departments in the state.

Mr. Stewart has been active nationally, working toward the integration of research results with police management practices. During the period 1973-1981, he was an instructor at San Jose State University and Merritt College and a lecturer at the Police Officers Standards and Training Advanced Management Conference.

Mr. Stewart received a bachelor of science degree from the University of Oregon and a master of public administration from California State University. He is a graduate of the Federal Bureau of Investigation's National Academy. In 1980, Mr. Stewart was named Police Officer of the Year by the Kiwanis Club.

NIJ reports on justice research

Understanding crime, policing, the judicial process, and corrections are among the subjects covered in *Criminal Justice Research,* NIJ's biennial report to Congress. The report on the "state of justice research," mandated by the Justice System Improvement Act of 1979, summarizes two years of NIJ research and highlights related efforts by a variety of other agencies.

Research in the report ranges in scope from the causes and prevention of crime to police allocation of resources, adjudication, and sentencing.

Among the federal agencies whose support of criminal justice research is covered in the report are: the Departments of Education, Health and Human Services, Housing and Urban Development, Labor, Treasury, and eight offices of the Justice Department including the Bureau of Justice Statistics, National Institute for Juvenile Justice and Delinquency Prevention, and NIJ. Independent agencies whose work is also summarized are: the Federal Emergency Management Agency, the Federal Judicial Center, and the National Science Foundation.

Criminal Justice Research—Biennial Report of the National Institute of Justice, Fiscal Years 1980 and 1981, may be obtained from NIJ's National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. A limited number of copies are available.

Visiting Fellowships open to researchers

NIJ Visiting Fellow Susan B. Long recently re-analyzed evaluations of two experiments sponsored by the Department of Labor, involving job training and financial assistance for ex-offenders. Her preliminary findings suggest differing effects of the programs depending on the client's age, criminal record, and employment history. In refining the original evaluation findings, Dr. Long used an innovative multi-dimensional analytic technique, a promising new tool for data analyses.

Dr. Long is a 1982-1983 Visiting Fellow at NIJ. She is one of more than 30 scholars who have participated in the program since it began in 1974.

The program seeks to elicit innovative approaches and creative ideas for improving the operation of the criminal justice system. Senior-level researchers, justice system professionals, and academicians are eligible for the research award.

NIJ is now accepting applications for the 1983-1984 fellowships. Fellows come to NIJ—located in Washington, D.C.—and work on their projects for periods of three to 15 months. The program provides a stipend, fringe benefits, and modest supplemental expenses.

Students seeking educational support are not eligible for the program.

Project periods and start dates are flexible but generally will not begin before July 1, 1983. Applicants should submit a 15 to 20-page preliminary proposal (eight copies) and a resume (eight copies). Letters of recommendation from three persons familiar with the applicant's experience also should be submitted. Submissions should be postmarked no later than November 15, 1982.

Preliminary proposals, resumes, and recommendation letters should be sent to the following address:

Visiting Fellowship Program
National Institute of Justice
633 Indiana Avenue, N.W.
Washington, D.C. 20531

A brochure on the program is available from the NIJ/National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. Readers interested in applying for the program are urged to write for the brochure.

. . . in Progress

Dealing with the dangerous defendant: what research can do

More aggressive police investigations, improved access to juvenile records, and better record-keeping practices would aid efforts directed at serious, repeat offenders. With more complete records and better use of existing information, defendants with serious criminal histories could be identified earlier during their highest crime years.

This was a key conclusion of the panel of experts convened by Harvard University early this year to discuss the subject of the dangerous defendant. Under NIJ auspices, the panel reviewed existing research findings and explored key issues on the topic as the basis for recommending an NIJ research agenda.

Among problems prevailing at the "front end" of the criminal justice system, the panel cited low clearance rates for violent crimes against strangers, saying these were least likely of all criminal cases to be solved. Incomplete records on adult offenders was another problem noted by the panel as well as administrative procedures that restrict or prevent access to juvenile records.

"There are a variety of feasible approaches for research on the dangerous defendant," said NIJ Research Programs Director Robert Burkhart. "At this stage of our research knowledge, the emphasis should be placed on identification of the high-risk offender and the related issues of enforcement and prosecution."

The panel said that studies should focus on how the criminal justice system treats highly active offenders and ways in which that treatment might be improved.

"Research has consistently documented the disproportionate amount of crime committed by a relatively few highly active offenders," said Project Director Mark Moore of Harvard. "As things stand now, we are more certain how dangerous offenders determine the shape of the crime problem than we are about their treatment by the criminal justice system."

An effective policy of selective targeting on serious offenders necessarily depends on reliable screening criteria, the panel noted. Parole

Dangerous defendant is focus of NIJ inquiry.

guidelines, habitual offender statutes, sentencing guidelines, and career criminal prosecution units all use some form of screening mechanism. The panel recommended these mechanisms as candidates for evaluation that would assess their capabilities to distinguish high-rate from less active offenders.

Immediate improvements to existing screening criteria was another recommendation of the panel. Better tests would incorporate reliable measures of "serious" offense rates based on a weighting of offense severity. Improvements in the quality and quantity of information on defendants would further enhance the tests, strengthening their discriminating power.

Tools should be developed for assessing the actual practices of criminal justice agencies in targeting on active offenders, the panel said. In the area of law enforcement, for example, research could develop protocols for analyzing a department's investigative priorities and its clearance rates, assessing the degree of effort directed toward apprehension and the use of information about dangerous offenders.

Panel members also recommended special programs for improving the likelihood of apprehension, prosecution, and sanctioning of serious offenders. Experimental efforts in "field intelligence" and patrol observations of serious offenders; use of police officers as "sureties" in bail proceedings or as adjunct parole and probation officers; evaluations of bail guidelines, habitual offender statutes and similar screening mechanisms; and improved presentence reports were among the suggestions by the members. Procedures should be developed that facilitate access to juvenile records by officials of the adult court system, the panel added.

Research efforts also should be devoted to better measures of offense rates, both those derived from self-reports as well as estimates obtained from official arrest records, the panel said. Less restrictive forms of incapacitation for less dangerous offenders also should be explored. Such studies would focus on the feasibility of house arrest or intensive forms of probation as ways of reducing the risk of criminal activity.

In addition to the report setting forth the research agenda, a compendium of papers presented at the conference is also being prepared. Now in the final stages of preparation, the documents are slated for publication by the end of this year.

Youths and adult addicts: research explores relationship between drug/alcohol abuse and crime

Drug addiction has long been considered a contributing factor to criminality. Now there is growing evidence that severe drug abuse exerts an overwhelming influence on criminal behavior.

By their own accounts, the amount of crime committed by heroin addicts is staggering:

- Among a sample of 243 Baltimore addicts, daily heroin users reported spending 85 percent of their "at risk" (not confined) time in criminal activity, compared to 50 percent of "at risk" time for moderate users and 15 percent for the least addicted.
- In a study of California inmates, heroin addicts reported an average of 177 property crimes a year, compared to 20.5 property crimes for non-drug offenders.

Heavy drug addiction and high levels of criminal activity: the relationship seems clear, indeed pronounced, at these extremes of deviant behavior.

How and when does this behavior pattern begin? What is the sequence of factors and how do they influence one another? To address these questions, the focus necessarily shifts from the adult addict to

Research finds severe drug addiction linked to high levels of criminality.

the formative period of adolescence. Here, however, the relationship between drug use and criminality is not as clear:

• Among a national sample of 1,700 youth, the highest levels of alcohol use, marijuana, and "other" drug use were reported by youngsters who also committed at least one serious offense yearly for four or five consecutive years. However, even higher levels of delinquency were reported by other groups in the sample who also experienced problems with substance abuse.

Unlike the adult addicts, no one group exhibited correspondingly high levels of drug abuse and criminality. For these youth, the link between substance abuse and delinquency is evident, but the nature of the interaction is not clearly understood.

'Yule City' and East Harlem

How and why youngsters become involved in crime and substance abuse and why they continue or cease their involvement are part of an NIJ-sponsored research inquiry. The research also focuses on the role of drugs and alcohol among adult offenders. This comprehensive effort to improve understanding of the basic research issues is being carried out by the Interdisciplinary Research Center for the Study of the Relations of Drugs and Alcohol to Crime, under the direction of Dr. Bruce Johnson.

Now in the early stages of its investigation, the Center has selected two study targets: a sample of youth in "Yule City," a northeastern metropolitan area representative of urban America, and a sample of hardcore addicts and alcoholics in East Harlem, New York.

Complementing this interdisciplinary effort is previous NIJ-sponsored research on drugs and crime, some of it supported jointly with the National Institute on Drug Abuse. Findings from these studies will be integrated into the products of the Center's work along with new studies that will build upon and update previous research findings.

Are addicts more likely to commit crimes while they are on a "high" or while they are in the grip of a withdrawal? This and related questions concerning the role of drugs and alcohol in criminal activity will be addressed in the Center's project in East Harlem. Although the need to obtain a "fix" for withdrawal pains is the usual explanation for addicts' criminal activity, it also may be the case that drugs are part of a broader criminal lifestyle in which crime, too, affords a "high." Finding out which of these motives prevails would ultimately affect treatment approaches.

At the East Harlem site, researchers will interview addicts, examining their criminal behavior and probing their motives and perceptions of how opiates contributed to their criminal activity. Whether the addicts were being treated at the time, and what impact the treatment had on their behavior also will be examined by the research team.

Alcohol abuse is another subject of the Center's research. Known to account for a higher level of assaultive behavior than drug-related crimes, alcohol abuse also may exert different influences on criminal behavior. As part of the study at East Harlem, the distinguishing characteristics of alcohol abuse and its relationship to crime will be explored. Among the questions to be addressed by the research team: Were offenders intoxicated at the time of the crime? If so, would the crime have occurred despite the alcohol?

Addicts and Their Crimes

In addition to these studies by the Center's staff, other researchers will contribute data on adult drug offenders. For example, the Rand Corporation will provide data on levels of criminal activity and levels of drug use among career offenders, drawn from their extensive research on criminal careers for NIJ. These data, obtained from the self-reports of inmates in California, Michigan, and Texas, afford an additional resource for exploring criminal motivations.

Already, Rand's analyses have revealed some striking differences between addicted and non-drug offenders. Among California inmates, daily users of heroin reported an average of 177 property crimes a year,

Known alcohol addicts will be questioned about their criminal activities in NIJ study.

versus 20.5 property crimes for non-drug offenders. Daily heroin users in Michigan committed 102.9 property crimes a year versus 41.1 for non-drug offenders, and severe addicts in Texas reported 190 property crimes a year versus 23 property crimes for non-drug offenders. Equally significant were the contrasting rates for theft, which other than drug dealing, was the highest ranking crime among addicts. In Michigan and California, crimes of theft were roughly four and 10 times higher, respectively, for active heroin users versus non-users, and in Texas equivalent rates were 15 times higher—a difference of 107.7 days of theft a year compared to 7.7 days for drug-free offenders.

Other research tends to corroborate these findings. A District of Columbia study, funded jointly by NIJ and the National Institute on Drug Abuse, and conducted by the Institute for Law and Social Research, found that drug arrestees were more likely than non-users to have been charged for property crimes rather than violent offenses. Similarly, in a study by NIDA of 243 Baltimore addicts, property crimes exceeded violent crimes and, once again, theft topped the list.

Viewed as a whole, the criminal activity of the Baltimore addicts was extremely high—averaging 248

days of crime a year for the entire sample and occurring every day of the year for 9.5 percent of the sample. Equally significant in terms of treatment potential and influence on criminality was the dramatic decrease in criminal activity when drug use abated: Diminished drug addiction was accompanied by an 84 percent decline in crime rates.

These parallel fluctuations in drug addiction and criminal activity were uncovered over an 11-year period of study by a research team headed by Dr. John Ball, whose research has been incorporated into the early efforts of the Center. The long-term nature of the study afforded the detection of these significant behavioral changes. Similar insights are expected from the sequence of interviews of "Yule City" youth, one of two samples in the drug/crime research by the Interdisciplinary Center. During the study period the youngsters' drug and delinquency behavior will be monitored from onset through development to track the key changes in involvement.

The Sequence of Drugs and Delinquency

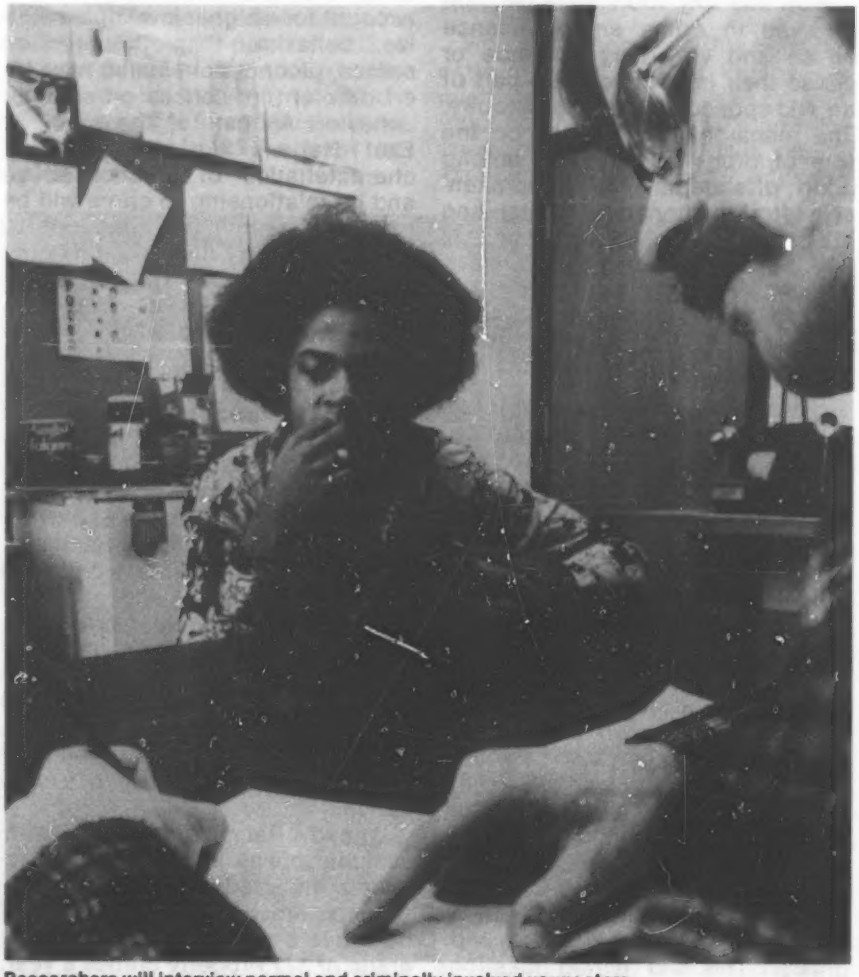
Preliminary analysis from the first battery of "Yule City" interviews shows delinquency tending to decline as youngsters reach age 16. Not only are they concerned about stiffer sentences in adult courts, they also are responding to other age-related changes in their status, including the right to drive, to drop out of school, and to leave home.

Data on substance abuse by "Yule City" youth is still being analyzed, precluding correlations with delinquency behavior for now. However, earlier research shows that the relationship between delinquency and drugs is complex and—at present—inconclusive as well. Dr. John Huizinga of the Behavioral Research Institute, who analyzed a national sample of 1,700 youths, found that the highest levels of delinquency were not necessarily exhibited by the heaviest users of substance abuse. His NIDA-sponsored analyses also showed that drug abuse continued beyond the delinquents' careers. Although drugs, alcohol and nonopiate substances played a role in delinquency and were, in fact, a frequent adjunct to lawlessness, they were not necessarily the compelling cause for the youngsters' behavior.

As part of the Center's research on drug/crime relationships, Mr. Huizinga will reexamine the most serious cases in the national sample, tracking drug use and criminal behavior over a five-year period as the youngsters move into adulthood. By focusing on this smaller portion of the national sample, the analysis will attempt to clarify relationships between high levels of criminal activity and of drug use.

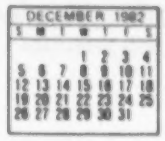
Complementing this analysis is the Center's examination of "Yule City" subjects, one group a representative sample of the general urban population and the other group exhibiting higher delinquency rates than the overall youth population. Comparison of the two groups—each sample sufficiently large to obtain reliable results—should yield a clearer picture of how drugs and crime interrelate in the lives of both normal and criminally involved youth.

In addition to research on basic issues involving drugs and crime, NIJ has supported studies of drug treatment in conjunction with NIDA. Current efforts involve two drug treatment programs. In addition to tracking the progress of 14,000 clients in the programs and upon their return to their communities, data also are being collected on their involvement with the criminal justice system. The resulting information should provide a rich resource for future studies on drug abuse and crime.



Researchers will interview normal and criminally involved youngsters.

Calendar



Oct. 18-Nov. 12: 34th School of Police Supervision, Dallas, Texas, sponsored by the Southwestern Legal Foundation. Contact: Southwestern Legal Foundation, University of Texas, P.O. Box 707, Richardson, Texas 75080, 214/690-2377.

Oct. 21-24: Investigative Hypnosis Seminar, Washington, D.C., sponsored by the Law Enforcement Hypnosis Institute. Contact: Dr. Martin Reiser, Law Enforcement Hypnosis Institute, Inc., 303 Gretna Green Way, Los Angeles, Calif. 90049, 213/476-6024.

Oct. 22-23: Eighth Annual Meeting of the Northeastern Association of Forensic Scientists, Albany, N.Y. Contact: R. C. Herrmann, c/o New York State Police Headquarters Crime Laboratory, State Campus, Bldg. 22, Albany, N.Y. 12226, 518/457-1208.

Oct. 25-Nov. 5: Police Executive Development Institute, University Park, Pa., sponsored by The Pennsylvania State University. Contact: James R. Horner, Director, Police Executive Development Institutes, S159 Human Development Bldg., The Pennsylvania State University, University Park, Pa. 16802, 814/863-0262.

Oct. 27-29: Psychological Screening of Police Officers; **Nov. 8-19:** At-Scene Traffic Accident Investigation; **Nov. 14-19:** DWI Instructor Course; **Nov. 29-Dec. 10:** Advanced Traffic Accident Investigation; and, **Dec. 1-3:** Police Internal Affairs Seminar, all held in Jacksonville, Fla., and sponsored by the Institute of Police Traffic Management. Contact: IPTM, University of North Florida, 4567 St. Johns Bluff Rd., S., Jacksonville, Fla. 32216, 904/646-2722.

Nov. 1-5: Terrorism & Hostage Negotiations; **Nov. 8-12:** Analytical Investigation Methods and Advanced Patrol Techniques; **Nov. 8-19:** Criminal Investigations; and **Nov. 22-24:** Law Enforcement Budgeting, all held in Atlanta, Ga., and sponsored by the Georgia Police Academy. Contact: Ms. Tobie Oliver, Registrar, Georgia Police Academy, P.O. Box 1456, Atlanta, Ga. 30371, 404/656-6105.

Nov. 1-5: Managing the Internal Affairs Function, Savannah, Ga., and **Nov. 13-18:** IACP Annual Conference, Atlanta, Ga., sponsored by the International Association of Chiefs of Police. Contact: International Association of Chiefs of Police, Professional Development Division, Eleven Firstfield Rd., Gaithersburg, Md. 20878, 800/638-4085.

Nov. 1-5: Burglary and Armed Robbery Prevention; **Nov. 15-19:** Loss Prevention for Commerce and Industry; and, **Nov. 20-Dec. 10:** Crime Prevention Technology and Programming, all held in Louisville, Ky., and sponsored by the National Crime Prevention Institute. Contact: Admissions, National Crime Prevention Institute, University of Louisville, Shelby Campus, Louisville, Ky. 40292, 502/588-6987.

Nov. 1-5: Police Executive Development Seminar, and **Dec. 6-17:** Supervision of Police Personnel, both held in Evanston, Ill., and sponsored by The Traffic Institute. Contact: Registrar, The Traffic Institute, Northwestern University, 555 Clark St., P.O. Box 1409, Evanston, Ill. 60204, 312/492-7245.

Nov. 2-5: First Inter-American Congress of Forensic Sciences, Sacramento, Calif., sponsored by the Pan American Association of Forensic Sciences. Contact: John D. DeHaan, President, First Inter-American Congress of Forensic Sciences, P.O. Box 13337, Rm. 237, Sacramento, Calif. 95813, 916/322-3968.

Nov. 4: Psychology of Adolescent Development, and **Dec. 1-3:** Institute for Executive Directors of Nonprofit Human Service Organizations, both held in Eastern, Mass., and sponsored by the Juvenile Justice Management Training Program. Contact: JJMT, P.O. Box 348, Back Bay Annex, Boston, Mass. 02117, 617/267-1573.

Nov. 4-6: 34th Annual Meeting of the American Society of Criminology, Sheraton Centre, Toronto, Ontario, Canada. Contact: Sarah Hall, ASC, 1314 Kinnear Rd., Columbus, Ohio 43212, 614/422-9207.

Nov. 5-7: Child Sexual Abuse: Investigation and Initial Management, and **Dec. 3-5:** Child Sexual Abuse: Treatment for the Victim, Offender, and Family, both held in West Hartford, Conn., and sponsored by the Saint Joseph College Institute for the Treatment and Control of Child Sexual Abuse. Contact: Sister Marjorie Fallon, Administrator, Saint Joseph College Institute for the Treatment and Control of Child Sexual Abuse, West Hartford, Conn. 06117, 203/232-4571, ext. 217.

Nov. 7-10: Applying Organization Theory to the Design and Operation of State Court Systems, San Diego, Calif.; **Nov. 14-17:** Appellate Court Administration, Alexandria, Va.; and **Dec. 5-10:** Juvenile Justice Management, Snowmass, Colo., all sponsored by the Institute for Court Management. Contact: Institute for Court Management, 1624 Market St., Suite 210, Denver, Colo. 80202, 303/534-3063.

Nov. 10-13: 4th Annual Conference, "Women and Work," New York City, sponsored by Women In Crisis, Inc. Contact: Women In Crisis, Inc., 37 Union Square West, New York, N.Y. 10003, 212/242-3081.

Nov. 15-17: Insurance Fraud Workshop, Arlington, Va., sponsored by the American Society for Industrial Security. Contact: Lewis C. Schneider, ASIS, 2000 K St., N.W., Suite 651, Washington, D.C. 20006, 202/331-7887.

Nov. 29-Dec. 3: Metropolitan Areas and Serious Juvenile Crime, Phoenix, Ariz., sponsored by the National College of Juvenile Justice. Contact: National College of Juvenile Justice, P.O. Box 8978, Reno, Nev. 89507, 702/784-6012.

Dec. 5-8: Terrorism in the 1980s, Las Vegas, Nev. Contact: Dr. Richard W. Kobetz & Associates, Ltd., North Mountain Pines Training Center, Route Two, Box 342, Winchester, Va. 22601, 703/662-7288. ■

U.S. Department of Justice
Office of Justice Assistance,
Research, and Statistics

Official Business
Penalty for Private Use $300

Postage and Fees Paid
U.S. Department of Justice
Jus 436
THIRD CLASS
BULK RATE

Washington, D.C. 20531

people people people people

Sue Dosal, senior staff attorney with the National Center for State Courts' North Central Regional Office in St. Paul, Minnesota, has been named state court administrator of Minnesota.

During her five years with the National Center for State Courts, Ms. Dosal directed numerous projects involving personnel management and classification, courthouse facilities, jury utilization, and caseflow management.

Ms. Dosal was formerly staff director of the Florida legislature's Joint Select Committee on Judicial Personnel. She also has held the positions of deputy state court administrator of Florida, visiting faculty member of Florida State University College of Law, and staff member of the Institute for Court Management.

Charles E. Nay, associate director of the Texas Center for the Judiciary, Inc., Austin, Texas, has been elected president of the National Council for Judicial Planning (NCJP).

Suzanne H. James, court planner for the District of Columbia courts, was elected vice president.

Mr. Nay was vice president of NCJP from 1981 to 1982. He has served as administrative director of the Texas Judicial Coordinating Committee and worked in the trial courts for 11 years.

Mr. Nay also helped establish and direct the Texas Association for Court Administration.

Ms. James has been active in NCJP since 1980. She worked for several years with the former Law Enforcement Assistance Administration in New York City and Washington, D.C.

William J. O'Rourke has been appointed executive director of the Delaware Justice Planning Commission.

Prior to his present appointment, Mr. O'Rourke was secretary of the Delaware Department of Public Safety. He recently retired from that position. He also has served as a captain in the New York City Police Department.

Mr. O'Rourke received bachelor's and master's degrees from the John Jay College of Criminal Justice in New York City. ■

3/8

October 1982
Vol. 3, No. 8

U.S. Department of Justice

NEWARK PUBLIC LIBRARY

NOV 5 1982

U. S. GOVT. PUBS.
DEPOSITORY 37

Reagan Sends Criminal Justice Reform Act To Hill

President Reagan has presented Congress with a legislative package that would limit the insanity defense, reform the exclusionary rule, and establish procedures for the federal review of state criminal proceedings.

The proposal is intended to supplement the Administration-backed Violent Crime and Drug Enforcement Improvement Act now before Congress. That bill addresses bail reform, victim-witness protection, drug penalties, protection of federal officials, sentencing reform, expanded criminal forfeiture, donation of surplus federal property to state and local governments for needed correctional facilities, and other improvements in federal criminal laws.

Bills Simplify System

"These measures will simplify the justice system and make it more likely that those who commit crimes pay a price," President Reagan said about the two bills. "The American people want a system of justice they can understand and they can have confidence in. And this is our goal as well."

The President's Criminal Justice Reform Act of 1982, introduced last month, would limit the insanity defense so that a person could be found not guilty by reason of insanity only if, as a result of mental disease or defect, he lacked the state of mind required by statute when committing the offense.

(*continued on page 9*)

OJARS
NIJ
OJJDP
BJS

Justice Assistance News

Crime Victims Task Force Begins Hearings

Richard Morefield, a former Iranian hostage, said being held captive in the American Embassy in Iran was not the worst experience of his life. That was four years earlier when he learned his 19-year-old son, Richard, Jr., had been shot to death by an armed robber.

"My husband came home," said Morefield's wife, Dorothea. "My son will never come home."

Mrs. Morefield described the shattering impact of her son's murder on the family at the opening of hearings in Washington, D.C., by the President's Task Force on Victims of Crime appointed by President Reagan to report on the problems of crime victims.

Presidential Counsellor Edwin Meese III, who also testified, said the work of the task force is "part of an integrated approach to crime" the administration launched with its proposals to tighten the rules of criminal procedure (see above story).

Attorney General William French Smith opened the hearings and pledged "the full cooperation and assistance of the Department of Justice" to the task force.

"Working together, I am confident that we can secure for victims of crime the respect and consideration they have the right to demand of the criminal justice system," he said.

(*continued on page 9*)

Task Force Chairman Lois Herrington welcomes Mr. Meese to the hearings. (UPI Photo)

J1.59:

In This Issue

Criminal Justice Reform Bill Proposed 1

Crime Victims Task Force Hearings Held 1

Diversion Program Offers Juvenile Offenders A Second Chance 3

30% Of U.S. Households Hit By Crime In 1981 5

Programs For Status Offenders Reduced Detention 43% 6

Justice Assistance News

Published 10 times a year by the Public Information Office, Office of Justice Assistance, Research, and Statistics, in conjunction with the Bureau of Justice Statistics, National Institute of Justice, and Office of Juvenile Justice and Delinquency Prevention.

Joseph Krovisky, Assistant Director
Public Information Office

Anne R. Voigt, Editor

U.S. Department of Justice
Washington, D.C. 20531

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of Management and Budget through September 30, 1984. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING

Insanity Defense: Abolish In All But A Few Cases

The following is excerpted from testimony by Associate Attorney General Rudolph Giuliani before the House Judiciary Committee's Subcommittee on Criminal Justice.

Although the insanity defense is raised in few federal cases and is successful in even fewer, the defense raises fundamental issues of criminal responsibility which the Congress should address. Moreover, the insanity defense is often asserted in cases of considerable notoriety, which influence the public's perception of the fairness and efficiency of the criminal justice process.

The Department of Justice has given this issue a great deal of thought over the past decade. In our view, the insanity defense should be abolished to the full extent permitted by the United States Constitution. Further, with respect to those few cases in which the defense cannot constitutionally be eliminated, the Congress should enact legislation permitting federal judges to order the commitment of dangerous, insane defendants.

Congress has never enacted legislation defining the insanity defense for the federal courts. Similarly, the Supreme Court has left the development of the defense to the various courts of appeals. As a result, even today, the federal circuits do not apply a wholly uniform standard, although in recent years all the circuits have adopted, with some variations, the formulation proposed by the American Law Institute's Model Penal Code.

Under the formulation now prevailing, a "person is not responsible for criminal conduct if, at the time of such conduct, as a result of mental disease or defect, he lacks substantial capacity to appreciate the wrongfulness of his conduct or to conform to the requirements of the law." In our view, this prevailing test contains two critical flaws. First, it introduces concepts of a defendant's motivation into the determination of guilt or innocence. Second, it permits the introduction at trial of massive amounts of conflicting and irrelevant testimony by psychiatric experts, thereby complicating the trial process and deflecting the attention of the jury from the critical issues.

Observers of the criminal justice system have long questioned whether mental disease or defect should excuse a defendant from criminal responsibility. Ordinarily, under our law, the reason or motivation for a criminal act is irrelevant, and provides no basis for exculpation. For example, a politically motivated killer may genuinely believe that his act was morally justified because the death of the victim would end injustice or lead to a better social order. Yet such a belief is clearly, and properly, irrelevant to his guilt or innocence. His motivation, if deemed to involve mitigating circumstances, would be taken into account by the judge at the time of sentencing.

There are four possible ways in which to modify the insanity defense. The first such approach would shift to the defendant the burden of proving that he was insane.

Placing the burden of proof on the defendant might alter the result in some cases. Certainly, this course of action would be constitutionally permissible, so long as it was not applied in any way to relieve the government of the burden of proving every essential element of the crime charged, including any required state of mind.

Nevertheless, this approach fails to narrow the scope of the defense. It would still permit the introduction of confusing psychiatric testimony on the defendant's moral capacity or ability to conform his conduct to the law. Instructions to the jury regarding "shifting" burdens of proof would further complicate the case for the jury. The

(continued on page 8)

Program Offers Juvenile Offenders A Second Chance

First-time juvenile offenders in Washington, D.C., are getting a chance to straighten up and clear their records through a model "Street Law Diversion Program."

The program is operated by the National Street Law Institute in Washington, D.C., under a $5,265 grant from the Office of Juvenile Justice and Delinquency Prevention's National Institute for Juvenile Justice and Delinquency Prevention. Since 1979, more than 200 juvenile offenders between the ages of 13 and 16 have completed the 12-week course in practical law.

The objective of the program is to improve the knowledge, attitudes, and life skills of first-time nonviolent juvenile offenders who would otherwise be placed on informal probation to help them avoid further involvement with the juvenile justice system.

Youth Rights Studied

Under the supervision of a trained law-related education teacher, youths are taught such lessons as "how not to rob the grocery store when the gang wants to but you don't," says project director Mary Curd.

"We don't assume that youths who are 13 to 16 know about law, rights, and responsibilities just because they are, perhaps, 'street wise,' " says Ms. Curd.

"In fact, as evidenced by our pre- and post-test evaluations, youths often do not know the answers to such questions as: If you are in the company of someone who robs a store, can you be charged with robbery even though you did not participate in the crime?"

Topics covered in the classes include juvenile and criminal law, court procedures, juveniles' rights, drug laws, and drug treatment programs. Attorneys, judges, police officers, and social workers participate in the classes as volunteer lecturers.

The program operates under strict guidelines.

Parents are required to attend the first class and are encouraged to participate with their children in the remaining classes. Attendance is mandatory for enrolled youths. Three unexcused absences result in expulsion from the program and return to court. Since the program began, only one student has been returned to court for nonattendance, Ms. Curd said.

Students who complete the course and three months of unsupervised probation thereafter, and commit no new infractions, can have the charges dropped and their records cleared.

This incentive seems to be working, according to Ms. Curd. Youths enrolled in the program have a 15 percent rate of recidivism compared to a 40 percent rate for youths arrested for similar crimes who do not participate, she said.

Programs Evaluated

Preliminary research sponsored by OJJDP of six law-related education (LRE) programs across the country, including the Street Law Institute in Washington, D.C., found that students who are exposed to properly implemented LRE programs are less likely to participate in delinquent activities. It also found that participating students were less likely to use violence to solve problems and were less dependent on others who engage in delinquent behavior.

Reaction from most participating youths is positive, reports Ms. Curd.

"I don't hang around with the same crowd any more 'cause I don't want to go to court," said one youth enrolled in the program.

Another said, "I'd give the Street Law Diversion class of grade of 'A' because they teach stuff you need to know."

Parental reaction has been similar. For instance, one parent reported, "This is the first time I can remember Marvin ever wanting to go to classes. He wants to keep on going after the 12 weeks."

Eight jurisdictions around the country have implemented Street Law Diversion Programs based on the Washington model. They are: Compton, Calif.; Paterson, N.J.; St. Petersburg and Clearwater, Fla.; St. Louis, Mo.; New Orleans, La.; and Prince Georges' and Montgomery counties in Maryland.

The National Street Law Institute provides technical assistance and program materials to sites wishing to implement Street Law Diversion Programs. For further information, contact: Mary C. Curd, Program Director, National Street Law Institute, 605 G St., N.W., Suite 401, Washington, D.C. 20001, 202/624-8217. ■

FILMS

NIJ's National Criminal Justice Reference Service is introducing a new service—audiovisual loans. A broad collection of criminal justice films and videotapes are available for rental at a cost of $25.00 a week. A minimum of three weeks notice is required for reserving a film. A guide to the 190 items available for loan—"Audiovisual Materials: A Listing of Criminal Justice Films and Videotapes from the NCJRS Collection"—is available for $15.00 a copy. The guide includes a $7.50 coupon that can be applied to the cost of the first order. For further information, contact: Audiovisual Program, National Institute of Justice/NCJRS, Box 6000, Dept. F, Rockville, Md. 20850, 301/251-5500. ■

Copyright material has been deleted, not available for Microfiche Edition.

Publications

Second Annual Report of the Justice System Improvement Act Agencies, published by the Office of Justice Assistance, Research, and Statistics in conjunction with the National Institute of Justice, Bureau of Justice Statistics, Office of Juvenile Justice and Delinquency Prevention, and the former Law Enforcement Assistance Administration. The report outlines the activities of the five agencies during fiscal year 1981. To order a free copy, contact: Public Information Office, OJARS, 633 Indiana Ave., N.W., Washington, D.C. 20531, 202/724-7782.

Fiscal Administration in State-Funded Courts, by Harry O. Lawson and Barbara J. Gletne, published by the National Center for State Courts. The cost is $11.50 and the order number is R0059. To order, write: Publications Coordinator, National Center for State Courts, 300 Newport Ave., Williamsburg, Va. 23185.

Inventory of Enacted State Arson Legislation and **State Legislator's Anti-Arson Manual,** both published by the National Legislative Conference on Arson. To order, contact: National Legislative Conference on Arson, P.O. Box 09604, Columbus, Ohio 43209, 614/235-1922.

Child/Family/Neighborhood: A Master Plan for Social Service Delivery, written by five social work leaders from the School of Social Work at the University of Southern California at Los Angeles and published by the Child Welfare League of America. The cost is $5.95 and the order number is ISBN 0-87868-209-0, publication code CW-34. To order write: Child Welfare League of America, Inc., 67 Irving Place, New York, N.Y. 10003.

Arson Resource Directory, Second Edition, by Dr. Herman M. Weisman with Mildred Hunt and Thomas W. Gardner, published by the Federal Emergency Management Agency. To order, write: Arson Resource Center, U.S. Fire Administration, Federal Emergency Management Agency, Washington, D.C. 20472.

National Crime Survey Working Papers, Vol. 1: Current and Historical Perspectives (#75374) and **Computer Crime: Computer Security Techniques** (#84049), both published by the Bureau of Justice Statistics. To order a free copy, contact: National Criminal Justice Reference Service, Box 6000, Rockville, Md. 20850, 301/251-5500.

Basic Issues in Police Performance (#84429), **Basic Issues in Court Performance** (#84430), and **Basic Issues in Prosecution and Public Defender Performance** (#84431), all published by the National Institute of Justice. To order a free copy, contact: National Criminal Justice Reference Service, Box 6000, Rockville, Md. 20850, 301/251-5500.

Proceedings of the Correctional Education Association Conference, published by Eastern Kentucky University. The cost is $2.50. To order, write: Dr. Bruce I. Wolford, Eastern Kentucky University, Department of Correctional Services, College of Law Enforcement, 105 Stratton Bldg., Richmond, Ky. 40475. ■

30% Of U.S. Households Hit By Crime Last Year

Almost 25 million American households were touched by crime last year, the Bureau of Justice Statistics has announced. The rate—30 percent of all households—was the same as a year earlier and somewhat below 1975, when 32 percent were affected.

The bureau said that U.S. families are more prone to have a member attacked in a serious violent crime—rape, robbery, or aggravated assault—than to have a residential fire or have a member injured in an automobile accident.

The bureau's bulletin, "Households Touched by Crime—1981," pointed out that the indicator has been very stable and that the kinds of households that were the most crime-prone in 1975 (black homes, higher income households, and those in the downtown areas of major cities) remained so during 1981.

The bulletin added that 10 percent of all households were touched by high-concern crime: household burglary or violent attacks by strangers—rape, robbery, and assault.

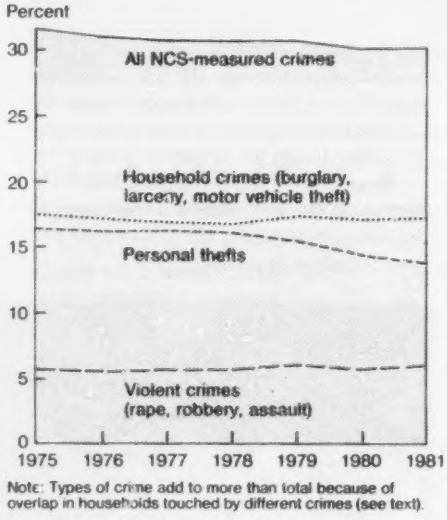
Most such households, it said, were hit by burglaries—7 percent of all U.S. households—and about 4 percent had members who were attacked by strangers. One percent were hit by both kinds of crime.

Blacks Victimization Higher

High concern crime was more common among black than white households and more frequent in urban than in suburban or rural homes, the bulletin said. However, it was about equally common among households of all income levels.

Households were more likely to be hit by such crimes than to have had a member injured in a motor vehicle accident, the bulletin stated, and they were more likely to have had a member robbed than to have had a member stricken by cancer or heart disease.

More than 20 percent of American households were hit by a larceny, and in about 7 percent someone broke in or attempted to burglarize the home, the bureau said.



Note: Types of crime add to more than total because of overlap in households touched by different crimes (see text).

Households touched by crime, 1975-81

The bulletin said that about 50 percent of the households touched by violent crime had members attacked in a simple assault, the least serious violent crime. The other half, which consisted of 3 percent of all households, had members who were attacked in a rape, robbery, or aggravated assault.

(Simple assault is defined as an attack without a weapon that results in a minor injury or one requiring less than two days of hospitalization or an attempted attack without a weapon. An aggravated assault is an attack or an attempted attack with a weapon or an assault that results in a serious injury, such as a broken bone, a loss of teeth, or an internal injury.)

Crime Indicator

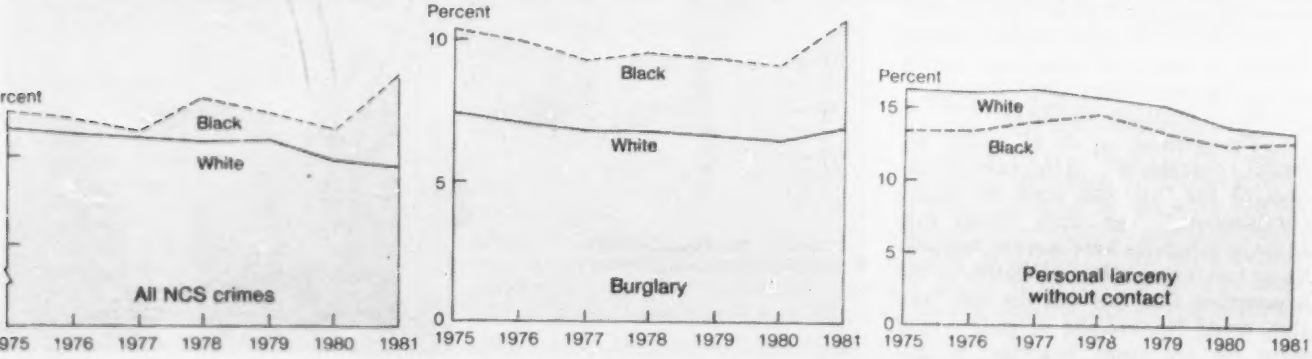
The findings are based on the year-old bureau crime indicator that measures the number of U.S. households that were the site of a burglary or a theft or those in which a member was a victim of a theft or a violent crime.

The indicator, based on preliminary estimates from the National Crime Survey, was developed to provide additional information on the nature and extent of crime nationally. The survey, initiated in 1973, interviews 132,000 persons twice each year in 60,000 households.

Another bureau report, "Criminal Victimization in the U.S., 1979-80 Changes, 1973-80 Trends," indicated that serious violent crime did not increase between 1973 and 1980. Between those years aggravated assault fell by 8.5 percent, personal larceny without contact declined 9.3 percent, household burglary fell 8.2 percent, and motor vehicle theft dropped 12.3 percent.

However, the report said that simple assault rose by 11.1 percent from 1973 to 1980, and household larceny jumped by 18.3 percent. Slight declines for rape, robbery, and personal larceny with contact were too small to be statistically significant, the report said.

The bulletin and the report can be obtained free by writing the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. The telephone number is 301/251-5500. ■



Households touched by selected crimes, by race of household head, 1975-81

OJJDP Evaluation Finds Programs For Status Offenders Reduced

There was an average 43 percent reduction in detention of juveniles charged with status offenses in eight sites where programs were specifically established to help juveniles stay out of detention facilities.

This was one of the principal findings of an OJJDP study, "National Evaluation of the Deinstitutionalization of Status Offender Programs."

The evaluation was conducted for OJJDP by the University of Southern California, as well as the programs themselves.

Status offenders are juveniles whose acts would not be criminal if committed by adults. They include such behavior as incorrigibility, truancy, runaway, and similar activity.

The Juvenile Justice and Delinquency Prevention Act of 1974, as amended through 1980, directs OJJDP to encourage programs to divert minor juvenile offenders from formal police and court processing, to substitute nonsecure community-based facilities for secure confinement, and to assist in the development of local youth services that reabsorb delinquents into the normal community life. One of the Act's directives was to discontinue the use of juvenile detention or correctional facilities for youths charged with status offenses.

Eight Sites Studied

OJJDP funded programs aimed at the deinstitutionalization of status offenders in eight sites—Spokane and Clark counties in Washington, Alameda County in California, Pima County in Arizona, and the states of Delaware, Connecticut, Illinois, and South Carolina.

During two years of federal support, the programs provided services to some 16,000 youths. Projects centered almost entirely around individual and family counselling and residential placement.

Some of the study's findings:

—The general effect of status offender programs was to increase acceptance of the "reduced need for secure confinement." The study found that some jurisdictions were more or less routinely locking up status offenders on the assumption that this was the only way they could be sure the juvenile would show up for court hearings. It discovered this was not necessary and that they could be released with few problems.

—Subsequent arrest rates—after participation in the deinstitutionalization programs—were approximately equal to a matched comparison group that had received traditional court treatment.

(In discussing this point, Solomon Kobrin, the co-principal investigator and author of the study said: "This finding constitutes evidence in support of the view that traditional court treatment of status offenders, with its heavy use of secure confinement, offers no delinquency prevention advantage over the use of community-based treatment without secure confinement.")

—In the four sites for which before-after data for long term institutionalization were obtainable, there was a 67 percent reduction in its use.

—The report said there was one exception to the general view that secure confinement always has negative consequences when applied to status offenders. The study found a significant reduction in the recidivism of chronic runaways who were subjected to temporary secure confinement.

Points To Improvements

Mr. Kobrin said the experiment pointed to a number of ways in which improvement could be made in future efforts to foster the deinstitutionalization of status offenders.

He said that to the extent resources at the federal or state level are available to support similar local programs, they should be concentrated in the many jurisdictions likely to continue to make heavy use of secure confinement of status offenders.

The programs diverted youths to community-based facilities.

Detention 43 Percent

The study also found that programs now operating have "an unfortunate tendency to shift from a focus on deinstitutionalization to a focus on prevention and diversion from arrest and court processing." This, Mr. Kobrin said, results in treatment extended to many cases where intervention is not needed.

Mr. Kobrin said the programs must guard against excessive narrowness in the content of their treatment approach. The evaluation study disclosed a tendency to make an almost exclusive use of psychological counselling. Additional types of treatment such as educational and employment counselling and job training were virtually excluded.

Prior Arrests Found

Such programs also should exercise greater care in the designation of youth who commit a status offense as being exclusively status offenders. The study revealed that only about 10 percent of those arrested for a status offense were without a record of arrest for a prior misdemeanor or felony.

Explaining the latter point, Mr. Kobrin said the study found that there would sometimes be a problem when attemps were made to place juveniles into programs to deinstitutionalize the status offender when the juveniles had committed other non-status offense violations and the courts wanted to place them in secure confinement.

Besides Mr. Kobrin, the other co-principal investigator and author was Malcolm W. Klein. Both are with the University of Southern California's Social Science Research Institute, in Los Angeles. The four-year study cost approximately $1 million.

The views or opinions in the study are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice or any of its agencies or bureaus.

Copies of the executive summary of the study, "National Evaluation of the Deinstitutionalization of Status Offender Programs," are available free of charge by writing the Juvenile Justice Clearinghouse, National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. The full report is available from the clearinghouse on microfiche at $18. ■

Programs should include educational counselling, the report said.

AROUND the NATION

TRENTON, N.J.—New Jersey became the 37th state with a death penalty when Governor Thomas Kean signed a capital punishment bill into law August 6 in a private ceremony in his office. The bill requires two separate trials before the death penalty can be carried out. The first trial would decide guilt. In the second trial, a jury would choose between death and life imprisonment after considering mitigating circumstances. At the time of enactment, state officials had not decided the method of execution.

SEATTLE, WASH.—Washington state has one of the most disproportionate rates of incarceration of racial minorities in the nation, according to a report by the Washington Council on Crime and Delinquency. Although racial and ethnic minorities account for approximately 11 percent of Washington's population, they comprise 30 percent of the population in adult correctional facilities, the report said. The report outlines a 16-point "action plan" to address the problem, including a statewide conference and sensitivity training for criminal justice personnel.

WASHINGTON, D.C.—Construction contractors lost almost $1 billion last year in equipment theft, vandalism, and sabotage on construction sites around the nation, according to an annual survey by the Associated General Contractors of America. To combat these crimes, the AGC's Crime Prevention Committee has published manuals and pamphlets on how to set up crime prevention programs. Suggestions range from use of electronic alarm systems to routinely branding tools. The committee also worked with equipment distributors to publish a serial number guide to aid in identifying stolen equipment. Some AGC state chapters operate hotlines and training programs. For further information on the program, contact: John Berard, Associated General Contractors of America, 1957 E St., N.W., Washington, D.C. 20006, 202/393-2040.

FLINT, MICH.—Senior volunteers are Michigan's latest weapon in the fight against juvenile crime and delinquency. In cooperation with the Office of Juvenile Justice and Delinquency Prevention and ACTION, local agencies in Michigan are working to place volunteers in the Foster Grandparents and Retired Senior Volunteer programs in programs for juveniles. In Flint, volunteer seniors work in a juvenile court program. In Traverse City, volunteers tutor children and take them on field trips. Seven volunteers work with juvenile delinquents at the Berrien County Juvenile Center. "When resources in many of our social services agencies became scarce, people began to ask how we could carry on many of our programs for juveniles," said Carl Hamm, who monitors the project for OJJDP. "The use of volunteers is one of the best ways I can think of to stretch our resources." ■

Defense Laws Changed

Five states have created a new defense—guilty but mentally ill—in the wake of the trial of presidential attacker John Hinckley, according to the National Conference of State Legislatures. The five are New Mexico, Georgia, Delaware, Kentucky, and Alaska.

Twenty other states will consider changes in their insanity defense laws during their next legislative sessions. Hawaii is considering a bill that would shift the burden of proving insanity to the defendant, NCSL reports. ■

GRANTS

NIJ

• $129,222 to the **National Center for State Courts,** Williamsburg, Virginia, to conduct a one-year study of the performance characteristics of different types of juvenile courts.

Investigators will sample cases from courts with differing organizational structures and assess whether variations in the statistics are the result of these differences or from idiosyncrasies in local court systems.

• $204,992 to the **National Council of Juvenile and Family Court Judges,** Reno, Nevada, to develop new courses and provide training on dealing with serious and violent juvenile offenders. The new curricula will help juvenile and family court judges become more familiar with practical programs for treating young delinquents and reintegrating them into the community.

OJJDP

• $199,996 to the **National Council on Crime and Delinquency's Research Center** in San Francisco, California, to study the impact of court intervention on delinquent behavior and juvenile justice system costs.

The project will involve a comparison of the effects of long and short-term institutionalization, group home placement, probation, restitution, and other sanctions. ■

Limit Insanity Defense

(*continued from page 2*)

insanity defense would still exist, and as such, would continue to permit or require the acquittal of persons who committed all the elements of the crime with which they were charged. In short, this change would make little practical difference and fails to resolve the basic problem of assuring justice and efficiency in the trial process.

A second approach is to permit the jury to return a verdict of "guilty but insane."

In our view, this approach raises serious constitutional concerns. The due process clause requires that the government prove every element of the offense, including the requisite mental state. This approach, however, would apparently permit a jury to convict a defendant even though he lacks the statutorily required mental state.

A verdict of guilty (but insane) would be permissible even in cases in which proof of knowledge or willfulness were lacking. Under these circumstances, we believe that this approach may well violate the Fifth and Fourteenth Amendments to the United States Constitution.

A third approach to modify the defense is to provide for a special verdict of "guilty but mentally ill." The Attorney General's Task Force on Violent Crime recommended this approach in its Final Report last year. A few states have recently enacted legislation to this effect. This approach does not alter the requirement that the government prove every essential element of the offense, including the required state of mind. Under the Task Force approach, a verdict of "guilty but mentally ill" could be returned only if the mental illness does not negate the defendant's ability to understand the unlawful nature of his conduct and does not negate his ability to conform his action to the requirements of the law.

This approach avoids constitutional problems and offers a jury an attractive alternative to the stark choice between conviction and acquittal. It does not, however, eliminate confusing psychiatric testimony concerning a wide range of issues not directly related to the mental element, such as delusions of a divine calling.

The final approach—and the approach we support—permits a jury to return a verdict of guilty, not guilty, or "not guilty *only* by reason of insanity." This last verdict may be returned *only* if the defendant, as a result of mental disease or defect, lacked the state of mind required as an element of the offense. Mental disease or defect would not otherwise constitute a defense.

This would abolish the insanity defense to the maximum extent permitted under the Constitution and would make mental illness a factor to be considered at the time of sentencing, just like any other mitigating factor. It would also, of course, eliminate the presentation at trial of the confusing psychiatric testimony on these issues.

One point must be added. The insanity defense can never be completely eliminated. Under any approach, the government will always be required to prove every element of the statutory offense charged, including any intent or knowledge required by the statute. Thus, in the rare case in which a defendant is so deranged that he could not form the statutorily required mental state, the government would fail to prove a required element and a conviction could not constitutionally be obtained.

However, under the approach we recommend, this rare case is the *only* one in which a defendant committing a criminal act could not be found guilty. Thus, our approach eliminates the defense as far as constitutionally permissible.

Finally, whatever approach the Congress takes, it should enact provisions for the civil commitment of defendants who are dangerously disturbed and who, for one reason or another, are not convicted. At present, outside the District of Columbia, there is no federal statute authorizing or compelling the commitment of an acquitted but presently dangerous and insane individual. The lack of such a commitment procedure in the federal system creates the very real potential that the public will not be adequately protected from a dangerously insane defendant who is acquitted at trial.

The Attorney General's Task Force on Violent Crime recommended last year that legislation be enacted "to establish a federal commitment procedure for persons found incompetent to stand trial or not guilty by reason of insanity in federal court." The Administration strongly supports the recommendation of the Task Force on Violent Crime that such commitment procedures be promptly enacted into law. ■

Hearings Examine Victims' Problems

(continued from page 1)

"For too long the criminal justice system has focused exclusively on the rights of the accused and ignored the rights of the victim."

An elderly widow, Evelyn A. Blackwell, told how her inner-city home in Washington, D.C., had been burglarized five times. The burglars were never caught and Mrs. Blackwell never recovered any of her property. Now she is afraid to leave her home too long "for fear I'll return to find it ransacked again."

Other witnesses told the task force about programs established to aid crime victims such as Mrs. Blackwell.

In Alameda County, California, the District Attorney's Office and county police departments began screening cases and making referrals to the Red Cross to help victims—often elderly people—who, as the result of a crime, needed food, clothing, or medical attention, Assistant Attorney General Lowell Jensen told the task force.

Two of the 94 Federal Judicial Districts have victim/witness programs modeled after state and local programs established in the early 1970's with federal funds, he said. The U.S. Attorney's Office for the District of Columbia has a victim/witness unit based in the District of Columbia Superior Court, and the District of Colorado established a program to contact victims and witnesses at the U.S. Attorney's Office and inform them of the purpose and requirements of the court appearance, and provide other services.

Chaplain's Bureau

Rev. H.A. Hunderup heads a 15-member volunteer Chaplain's Bureau in the Portsmouth, Virginia, Police Department. The interdenominational group members take turns serving on call 24 hours a day twice a week to notify the families of crime and accident victims and provide counselling, transportation, food, and temporary shelter to crime victims and witnesses and their families. The chaplains also offer to accompany witnesses to court who are hesitant or afraid to testify.

"Many times people will trust a clergyman where they will not trust a police officer," Rev. Hunderup said.

The Portsmouth Kiwanis Club provides some funds to pay for food and hotel bills of victims and witnesses and the police department also pays some expenses.

Report Due

The task force will wind up its hearings this month and begin preparing its report to the President "outlining the scope of the problem and solutions that public and private institutions can provide," Task Force Chairman Lois Haight Herrington said. The report is due to President Reagan in December.

Besides Mrs. Herrington, former deputy district attorney of Alameda County (Oakland), California, the task force members are:

Frank Carrington, executive director of the Victims Assistance and Legal Organization in Virginia Beach, Virginia, a board member of the National Organization for Victims Assistance, and author of "The Victims;" James P. Damos, chief of police, University City, Missouri, and president of the International Association of Chiefs of Police; Doris Dolan, president and founder of Laws at Work and founder of the National Education Institution; Kenneth O. Eikenberry, attorney general of the State of Washington and former member of the Washington State House of Representatives; Robert J. Miller, district attorney for Clark County, Nevada, and chairman of victim services for the National District Attorney's Association; Rev. M. G. Robertson, president of the Christian Broadcasting Network in Virginia Beach, Virginia, and host of "The 700 Club" television show; Dr. Stanton E. Samenow, a clinical psychologist and consultant to the FBI and Federal Bureau of Prisons; Garfield Bobo, court assistant for the Supreme Court of the State of New York, president of the Bedford Stuyvesant Improvement Association, and a member of the Urban League of Greater New York. ■

Criminal Justice Reform Bill Proposed

(continued from page 1)

Under this approach, for example, a mental disease or defect would be no defense in a murder trial if the defendant knew he was shooting at a human being and was trying to kill him, even if the defendant acted out of an irrational or insane belief. Evidence of all other mental disease or defect would then be considered at sentencing.

Mental disease or defect would constitute a defense only if the defendant did not even know he had a gun in his hand or did not know he was shooting at a human being.

Exclusionary Rule

The proposed bill also would restrict the application of the exclusionary rule to those cases in which it would in fact act as a deterrent to unlawful police conduct. Under the proposal, the rule would not be invoked where evidence was obtained pursuant to a search or seizure undertaken by law enforcement officers in the reasonable and good faith belief that their acts were lawful.

"The proposal would enhance the operation of the federal criminal justice system by allowing courts greater access to all reliable evidence relevant in determining the guilt or innocence of the defendant, and would promote renewed respect for that system as a search for the truth in the minds of our citizens," a White House statement accompanying the bill said.

The Administration bill also is designed to limit unjustified review of state convictions by federal courts:

—by barring review of a claim not properly raised in state proceedings, unless the state failed to provide an opportunity to raise the claim consistent with federal law;

—by establishing a one-year limit following exhaustion of state remedies for application for federal habeas corpus;

—by requiring deference to state court determinations of factual and legal issues which have been fully and fairly adjudicated in state proceedings.

"The Administration remains firmly committed to protecting rights acquired by the Constitution, including those of criminal defendants in state criminal proceedings," the White House said.

"It believes, however, that the interests of justice are not served by allowing, as the present system does, endless opportunities to second-guess state court judges and juries." ■

Views In The News

EXPLAINING THE SYSTEM: "Between 50 and 85 percent of all criminal cases don't go to trial but are disposed of by pleas, and a large but unknown fraction of these pleas are bargained. This means that, in return for a guilty plea of some kind, prosecutors agree either to support a favorable sentence or to drop some charges or to reduce others. To many, this collection of practices is a particularly troubling part of a system that includes capricious sentencing, strange parole decisions and procedural rules that let blameworthy people go free . . .

"But plea bargaining in some form is indispensable in a world with severely limited resources for courts, prisons and lawyers. Negotiation and compromise are practical ways to conserve those resources. . . Plea bargaining *should* be embraced as a mainstay of the legal system *if* there are guidelines to protect the public's most important interests—nondiscriminatory incarceration of the really bad or dangerous people, and more disclosure to ensure compliance with the guidelines.

"There is, of course, a risk that law enforcers will exercise their discretion based on unacceptable criteria—for instance, the unpopularity of certain defendants or the political aspirations of the prosecutor or some superior. But—and here's the key problem—it's almost impossible for the public to decide whether it likes the way prosecutors, judges and parole boards make their decisions because the system is uncommunicative. Parole boards and sentencing judges offer perfunctory explanations at best, and prosecutors are scrupulously tight-lipped.

"Many lawyers would hasten to point out that considerations of privacy, security and the like may excuse hiding the reasons for particular decisions. In some cases, yes. But there should be a strong presumption that officials owe explanations, and not just after-the-fact references to guidelines. Frustration and fear about crime have created demands for change in a system that is not understood. The demands will be ill-considered if they are uninformed: discretion in the criminal justice system will only be supportable if it is coupled with disclosure."—*Editorial, The Washington Post.*

WATCHING JUDGES: "Not long ago a university professor who had slain his wife with a hammer went before a Mississippi judge and was sent to jail for 60 days. In his mail shortly afterward the judge got a sharp letter from a Washington legal firm asking him to explain how he could hand out such a trifling sentence for a crime so repugnant.

"That letter, typical of many others, was the result of a court watch operation in which lawyers all across the country are reporting on criminal sentences which do not seem to fit the circumstances. Thus far 500 judges have been called to account. . .

"That the court watch has caught the public fancy is signified by a steady stream of mail from citizens irate over cases of judicial leniency. The operation has no official standing, of course, and its complaints can only make wavering judges think twice before going soft. Members of the bench aren't very fond of the practice, feeling that it exerts undue pressure on the deliberative process.

"For more than a year Baltimore has been involved in a more promising experiment. Under it, judges in criminal cases have been given guidelines which impose a degree of uniformity on their decisions. In cases where they depart from the standards, they must explain why. Thus far the experiment seems to be working well, and it probably will be adopted formally within the next year. That will make justice more responsive to a code and less to a judge's whim."—*Editorial, The Baltimore Sun.*

A BREATH OF FRESH AIR: "Running a big city these days is an exercise in managing scarcity—and so requires special ingenuity. Therein lies the appeal of a new idea for expanding police forces.

"The proposal . . . is to create a state 'Police Corps' of 30,000 recruits who would agree, in exchange for college scholarships, to serve as police officers for three years after graduation. . .

"The Police Corps wouldn't necessarily be cheap. . . But promoters of the plan believe existing state education programs could cover some of the scholarship money and they point out that the payroll cost would be a state, not a city expense.

"In any case, taxpayers would get much more for their money than by simply hiring more regular police officers. Salaries and benefits for each Police Corps member would total only about $20,000 per year and wouldn't lock the department into long-term salary and pension commitments.

"Officers of the Police Corps would likely bring enthusiasm and imagination to police work. Those who decided to stay on would form a pool of highly qualified candidates for promotion. The rest would carry back to civilian life an invaluable understanding of law enforcement and urban crime.

"The plan draws predictable criticism from police unions. But handled properly, the inevitable shake-up it would cause could be constructive. . .

"For the last few years, voters have been reluctant to approve major spending on criminal justice. Their resistance, despite growing anxiety about crime, reflects good sense, for the politicians and experts continue to offer only stale suggestions for more of the policies that haven't worked very well. The Police Corps, a genuine breath of fresh air, merits real interest."—*Editorial, The New York Times.* ■

Copyright material has been deleted, not available for Microfiche Edition.

Calendar

Nov. 18-19: 63rd Eastern Armed Robbery Conference, Doraville, Ga., sponsored by the Metro Atlanta Criminal Information Group and the Doraville Police Department. Contact: W.D. McElroy, 3760 Park Ave., Doraville, Ga. 30340, 404/458-8561.

Nov. 22-24: Law Enforcement Budgeting, Advanced Report Writing, and Police Alcohol Training; **Nov. 29-Dec. 3:** Crime Scene Technician, Jail Management, and Juvenile Specialist Training; and, **Dec. 6-10:** Narcotics Course for Patrol Officers, all held in Atlanta, Ga., and sponsored by the Georgia Police Academy. Contact: Ms. Tobie Oliver, Registrar, Georgia Police Academy, P.O. Box 1456, Atlanta, Ga., 30371. 404/656-6105.

Nov. 29-Dec. 3: Metropolitan Areas and Serious Juvenile Crime, Phoenix, Ariz., and **Jan. 9-14:** Faculty Training Program and Research and the Serious Juvenile Offender, Reno, Nev., all sponsored by the National College of Juvenile Justice. Contact: National College of Juvenile Justice, P.O. Box 8978, Reno, Nev. 89507, 702/784-6012.

Nov. 29-Dec. 10: Traffic Accident Reconstruction; **Dec. 1-3:** Police Internal Affairs Seminar; and, **Dec. 15-16:** Fuel Efficient Driving Instructor, all held in Jacksonville, Fla., and sponsored by the Institute of Police Traffic Management. Contact: Director, Institute of Police Traffic Management, University of North Florida, 4567 St. Johns Bluff Rd., South, Jacksonville, Fla. 32216, 904/646-2722.

Nov. 29-Dec. 10 and **Jan. 10-21:** Crime Prevention Technology and Programming, Louisville, Ky., sponsored by the National Crime Prevention Institute. Contact: Admissions, National Crime Prevention Institute, School of Justice Administration, Shelby Campus, University of Louisville, Louisville, Ky. 40292, 505/588-6987.

Dec. 1-3: Institute for Executive Directors of Nonprofit Human Service Organizations, Eastern, Mass., sponsored by the Juvenile Justice Management Training Program. Contact: JJMT, P.O. Box 348, Back Bay Annex, Boston, Mass. 02117, 617/267-1573.

Dec. 1-3: Inspection and Control Workshop, and **Jan. 10-Mar. 25:** Command and Management School, both held in Dallas, Texas, and sponsored by the Southwestern Law Enforcement Institute. Contact: Donald T. Shanahan, Director, Southwestern Law Enforcement Institute, P.O. Box 707, Richardson, Texas 75080, 214/690-2394.

Dec. 3-5: Child Sexual Abuse: Treatment for the Victim, Offender, and Family, and **Jan. 28-30:** Child Sexual Abuse: Investigation and Initial Management, both held in West Hartford, Conn., and sponsored by the Saint Joseph College Institute for the Treatment and Control of Child Sexual Abuse. Contact: Sister Marjorie Fallon, Administrator, Saint Joseph College Institute for the Treatment and Control of Child Sexual Abuse, West Hartford, Conn. 06117, 203/232-4571, ext. 217.

Dec. 5-8: Terrorism in the 1980s, Las Vegas, Nev.; **Dec. 26-29:** Operational Intelligence for Security Directors, Miami Beach; and, **Jan. 23-26:** Aviation Security: General and Corporate, Orlando, Fla.; all sponsored by Richard W. Kobetz and Associates. Contact: Dr. Richard W. Kobetz, North Mountain Pines Training Center, Route Two, Box 342, Winchester, Va. 22601, 703/662-7288.

Dec. 6-8: The Police Executive and Media Relations, Miami, Fla., sponsored by the Florida Department of Law Enforcement. Contact: The Executive Institute, Criminal Justice Standards and Training, Florida Department of Law Enforcement, P.O. Box 1489, Tallahassee, Fla. 32302, 904/488-8556.

Dec. 6-9: White-Collar Crime, Fairfax, Va., sponsored by the Northern Virginia Community College. Contact: Mr. A.A. Fuchsman, Administration of Justice Program Head, N.V.C.C., 8333 Little River Turnpike, Annandale, Va. 22003, 703/323-3250.

Dec. 6-10: Arson Investigation Seminar; **Dec. 6-17:** Managing the Selective Traffic Enforcement Program; **Dec. 13-17:** Police Driving Maneuvers and Accident Avoidance; and, **Jan. 3-14:** Police Instructor Training, all held in Evanston, Ill., and sponsored by The Traffic Institute. Contact: Registrar, The Traffic Institute, Northwestern University, 555 Clark St., P.O. Box 1409, Evanston, Ill. 60204, 312/492-7245.

Dec. 6-10: Computer Fraud Investigation, Orlando, Fla., and Management of Police Training Programs, Reno, Nev.; **Jan. 10-13:** Developing Police Computer Capabilities, Phoenix, Ariz.; and, **Jan. 17-21:** Management of the Investigative Function, San Diego, Calif., and Developing Administrative Staff Skills, Las Vegas, Nev., all sponsored by the International Association of Chiefs of Police. Contact: International Association of Chiefs of Police, Professional Development Division, Eleven Firstfield Rd., Gaithersburg, Md. 20878, 800/638-4085.

Feb. 15-19: 35th Annual Meeting of the American Academy of Forensic Sciences, Colorado Springs, Colo. Contact: Ms. Lipskin, American Academy of Forensic Sciences, 225 S. Academy Blvd., Colorado Springs, Colo. 80910, 303/596-6006.

Feb. 20-24: Tenth National Conference on Juvenile Justice, Hilton Head Island, S.C., sponsored by the National Council of Juvenile and Family Court Judges and the National District Attorneys Association. Contact: National Council of Juvenile and Family Court Judges, P.O. Box 8978, Reno, Nev. 89507, 702/784-6012.

Feb. 24-27: Tenth Annual Conference of the Western Society of Criminology, Las Vegas, Nev. Contact: Ivar O. Paur, Secretary/Treasurer, Western Society of Criminology, P.O. Box 80751, San Diego, Calif. 92138, 714/265-6224. ■

U.S. Department of Justice
Office of Justice Assistance,
Research, and Statistics

Official Business
Penalty for Private Use $300

Postage and Fees Paid
U.S. Department of Justice
Jus 436
THIRD CLASS
BULK RATE

Washington, D.C. 20531

people people people people

Newman Flanagan, district attorney of Suffolk County (Boston), Massachusetts, has been installed as the 31st president of the National District Attorneys Association.

Mr. Flanagan has been Suffolk County district attorney since January 1979. Prior to that he was deputy district attorney since November 1962 and represented Massachusetts in over 2,500 criminal cases, including 75 murder prosecutions.

Mr. Flanagan was admitted to the Massachusetts bar in 1958.

Federal **Judge Arlin M. Adams,** actor **E. G. Marshall,** and former U.S. Solicitor General **Wade H. McCree, Jr.,** have received the American Judicature Society's Justice Award. The awards were given for outstanding contributions to the nation in promoting the effective administration of justice.

Arlin M. Adams is a judge of the U.S. Court of Appeals for the Third Circuit in Philadelphia. Judge Adams served as president of AJS from 1975 to 1977. Before being appointed to the federal bench, he was with the law firm of Schnader, Harrison, Segal, and Lewis from 1947 to 1969.

E. G. Marshall is a distinguished American actor who in 1963 received an Emmy award for best actor for his performance in the television series "The Defenders." He has been an active volunteer for organizations in the legal and health care field, and is currently a director of AJS in New York.

Wade H. McCree, Jr., is a professor of law at the University of Michigan in Ann Arbor. He was Solicitor General of the U.S. from 1977 to 1981. Mr. McCree served as a judge from 1954 to 1977, first as a county judge, then the U.S. District Court Judge, Eastern District of Michigan, and finally as a judge on the Court of Appeals for the Sixth Circuit.

Robert R. Dempsey, a police legal advisor with the Dade County, Florida Police Department, has been appointed director of the Florida Department of Law Enforcement.

Mr. Dempsey went to Dade County in 1972 after retiring as the head of New York City's 39-member police legal department. He joined the New York City Police Department in 1948 after serving four years in the Navy.

Mr. Dempsey received a bachelor's degree from New York University in 1952 and a law degree from St. John's University in 1961.

E. Walton Pellicer has been elected 41st president of the National Sheriffs' Association.

Mr. Pellicer has been sheriff of Putnam County, Florida, since 1954. Prior to that he served as deputy sheriff for six years.

Mr. Pellicer is past president of the Florida Sheriffs' Association and a member of the board of directors of the Florida Citizens Commission on Alcohol Abuse. He was cited by the state of Florida for his work in alcohol rehabilitation programs.

Mr. Pellicer is a native of Bunnell, Florida. ■

3/9

NEWARK PUBLIC LIBRARY

November 1982
Vol. 3, No. 9

U.S. Department of Justice

DEC 6 1982

OJARS
NIJ
OJJDP
BJS

Justice Assistance News

Reagan Announces War On Crime, Drugs

President Reagan, in a personal appearance at the Department of Justice, has announced a major federal effort to combat drug trafficking and organized crime.

The eight-point program includes establishing federal task forces in 12 cities, providing additional funding for prisons and jails, and launching a national cooperative anti-crime effort that would involve every state.

Mr. Reagan said "a new privileged class" has emerged in society—"a class of repeat offenders and career criminals who think they have a right to victimize their fellow citizens with virtual impunity.

"Can we honestly say that America is a land 'with justice for all' if we do not now exert every effort to eliminate this confederation of professional criminals?" he said.

Administration officials estimated the cost of the proposal at between $160 and $200 million, which must be appropriated by Congress.

The plan would create 12 Regional Task Forces to disrupt the distribution and sales networks of drug traffickers. Staffed by federal law enforcement officers and prosecutors, the task forces would be headquartered in Boston, New York, Baltimore, Atlanta, Houston, St. Louis, Chicago, Detroit, Denver, Los Angeles, San Francisco, and San Diego. The South Florida Task Force, headquartered in Miami, would continue its operations.

The program also would establish a three-year, 15-member Presidential Commission on Organized Crime to analyze organized crime, organized crime networks, and existing enforcement efforts on a national and regional basis. The commission—which would include four members of Congress, four federal enforcement officials, state and local officials, and leaders in the private sector—would make recommendations to the President on how to improve methods to combat organized crime and drug trafficking.

The new effort includes:

—A governors project to coordinate federal efforts with state and local enforcement programs and help the states develop their law enforcement resources.

(continued on page 8)

NIJ/Rand Study Profiles Repeat Offenders

The National Institute of Justice recently released research results that provide an improved means for identifying the relatively small number of criminal offenders who commit an exceedingly large amount of violent offenses.

The research validated other studies which found that a relatively small percentage of felons commit a disproportionately large number of offenses and that street crime might be substantially reduced by selectively incapacitating this group of repeat violent offenders if they can be identified.

The research also suggested a scale that could—when refined—help judges determine what defendants should receive longer prison terms.

The reports, prepared by the Rand Corp. under an NIJ grant, said drugs played a large role in the seriousness and high number of criminal offenses and said the typical violent offender who poses the particular greatest threat to society is an individual who commits a combination of serious offenses, including robbery, assault, and drug violations.

None of the views or opinions expressed in these reports or the previous reports are necessarily those of the Department of Justice or any of its bureaus or agencies.

The studies culminated six years of research by Rand into career criminals. The latest two studies were based on interviews with and an analysis of the criminal histories of 2,190 prison and

(continued on page 4)

J1.59:

In This Issue

President Reagan Announces War on Crime, Drugs 1

NIJ/Rand Study Profiles Repeat Offenders 1

Research Links Violent Juvenile Behavior To Abuse 3

Business, Labor, Civic Leaders Ally To Support National Crime Prevention Campaign 6

Justice Assistance News

Published 10 times a year by the Public Information Office, Office of Justice Assistance, Research, and Statistics, in conjunction with the Bureau of Justice Statistics, National Institute of Justice, and Office of Juvenile Justice and Delinquency Prevention.

Joseph Krovisky, Assistant Director
Public Information Office

Anne R. Voigt, Editor

U.S. Department of Justice
Washington, D.C. 20531

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of Management and Budget through September 30, 1984. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING

New Resources Needed to Destroy Sophisticated Crime Networks

The following is excerpted from remarks by Attorney General William French Smith at the ceremony to announce President Reagan's program to combat drug trafficking and organized crime at the Great Hall of Justice at the Department of Justice in Washington, D.C.

Man originally formed governments to protect himself against invaders from without and predators from within. America itself has always demonstrated the resolve and ability to protect itself against threats from without. In recent decades, however, American government has not succeeded in protecting its citizens against predators from within. In recent years, this nation has been plagued by an outbreak of crime unparalleled in our history and unequalled in any other free society.

The perniciousness of crime in America has been fostered of late by two interrelated developments. Crime has become increasingly organized and sophisticated. And organized crime has become especially lucrative because of the enormous market for illicit drugs. Drugs and organized crime have combined to wreak havoc on our communities and our lives. The combination of drug trafficking and organized crime represents the most serious crime problem facing this country today.

In 1980, illicit retail drug sales were estimated to total more than $79 billion—about equal to the combined profits of America's 500 largest industrial corporations.

On a human level, the drug problem caused by organized crime is even more staggering. Drugs victimize not only addicts, but also those whom addicts assault, rob, and burglarize to obtain the large sums of money they need to feed their drug habit. There is no doubt that drug trafficking spawns an unbelievable amount of related crime. One recent study demonstrated that over an 11 year period, some 243 addicts committed about 500,000 crimes—an average of 2,000 crimes each, or a crime every other day—just to support their habits.

The drug trafficking that creates these other crimes is itself organized crime. Large-scale drug dealers must organize their operations. They arrange for the processing of the drugs overseas and they develop operations to smuggle the product into this country.

But the organization does not stop there. Drug money is laundered through legitimate businesses set up as "fronts" for drug dealers. The profits are then plowed back into the drug business, just like a legitimate major enterprise. Increasingly, some of the profits are actually invested in legitimate businesses, including real estate in Florida, restaurants in California, and other businesses across the nation.

The popular notion that the syndicate—or traditional organized crime—stays out of drugs is simply not true. Many of the syndicate's families have developed elaborate drug trafficking networks. Virtually every one of them is involved in drug trafficking in one way or another.

But the problem of organized crime today is by no means limited to its traditional form. In the past two decades, we have witnessed the emergence of new organized criminal enterprises dealing in drugs and the other rackets traditionally controlled by the syndicate. There are three distinct categories of emerging or nontraditional organized crime: outlaw motorcycle gangs, prison gangs, and other organized crime groups.

(continued on page 8)

Research Links Violent Juvenile Behavior To Abuse

By Glenn Collins

The following is reprinted with permission from The New York Times, copyright 1982.

A new portrait of violent children and adolescents is emerging from recent research that has linked their behavior to physical and psychological abnormalities and to the effects of abuse and violence in their families. The research, which suggests ways of predicting whether some children will be repeatedly violent, may lead to strategies for treating these youngsters before they become violent adults.

In addition, the research suggests evidence of a tendency toward racial and sexual discrimination in decisions determining whether juvenile offenders will be sent to correctional institutions rather than psychiatric facilities for treatment.

A study of homicidal behavior among a sample of 55 children aged three to 12, to be published in a forthcoming issue of *The American Journal of Psychiatry*, suggests that such behavior is frequently associated with some or all of the following factors: the child has a very violent father; a history of psychomotor seizures; and a history of suicidal behavior; the child's mother may have been hospitalized for psychiatric reasons.

Control Group Involved

The children studied by Dr. Dorothy Otnow Lewis, professor of psychiatry at the New York University School of Medicine, and her colleagues included a three-year-old who had held a knife to his mother's throat while she slept, a six-year-old who had taunted her brother with a knife and threatened to cut off his head, and a 10-year-old who had tried twice to kill his mother.

Of the youngsters in the study, all of whom had been admitted to the psychiatric ward of a New York hospital, 21 were homicidally violent and the rest served as a control group. The homicidal and nonhomicidal children did not differ significantly in respect to the diagnoses they had received upon hospitalization, the symptomatic behavior they evidenced, or the medication they had been given.

However, the factors that distinguished them involved elements of their own medical histories and family environment. Fifty percent of the homicidal youngsters had a history of psychomotor seizures and 57 percent had attempted to commit suicide, most frequently by jumping from a window or roof.

In their family histories, 62 percent of the homicidal children had fathers who had been physically violent to their mothers; 37 percent of the fathers of homicidal children had themselves been homicidal. Forty-three percent of the mothers of homicidal children had a history of psychiatric hospitalization.

A Decade of Research

The new study follows nearly a decade of published research on violent youngsters in a variety of settings in New York and Connecticut by Dr. Lewis and other investigators, including Dr. Jonathan H. Pincus, professor of neurology at the Yale University School of Medicine.

Among older children—those aged 13 to 19—extremely violent behavior was associated with evidence of psychiatric symptoms and neurological impairment, according to studies by Dr. Lewis and Dr. Pincus that have appeared in *The American Journal of Psychiatry* and *The Journal of the American Academy of Child Psychiatry*. In addition, especially violent adolescents had been victims of, and had witnessed, severe physical abuse.

For example, a 1979 study of 78 juvenile delinquents by Dr. Lewis, Dr. Pincus, and their colleagues found that violent offenders had been subjected to an amount of abuse that was extreme, in some cases affecting their nervous systems. The impairment observed may have been caused by such abuse in some subjects and in others by pre-existing conditions.

"When we began with this work I didn't think there would be any significant neurological findings," said Dr. Pincus in an interview. "But we know now that there are three correlates that characterize the repeatedly violent child: neurological impairment; psychiatric symptoms; and the history of having been abused. We're not certain they are the causative factors of violence, but we strongly suspect that this is so."

Medical Histories Unknown

Although violent youngsters have increasingly become the objects of social concern, their medical histories have not often been systematically studied by social scientists. Historically, the psychiatric literature has usually considered violent children in terms of their psychology or in the light of what Dr. Lewis termed, in an interview, the "West Side Story theory." "That is, that they are depraved because they are deprived," she said.

Some sociologists have theorized that children in lower socioeconomic strata got into trouble because they did not have access to the material things enjoyed by their middle-class counterparts. Critics of these theories have countered that they were based on prejudiced assumptions, since many poor people are not led by their circumstances to commit criminal, antisocial, or violent acts.

The new research focuses on the medical and environmental factors present in

(continued on page 4)

Abuse, Violent Behavior Linked

(continued from page 3)

the case histories of unusually violent children. Some of the findings suggest that the institutional treatment of violent children displays cultural biases.

Blacks' Incarceration Higher

For example, a 1980 study by Dr. Lewis of 98 adolescent delinquents in Connecticut found that race was a factor in deciding whether children were to be hospitalized for treatment or sent to correctional institutions. Of the black youths studied, 28.6 percent were hospitalized and 66.7 percent were incarcerated. Of the white youths, 71.4 percent were hospitalized and 33.3 percent were incarcerated.

This paper, published in *The American Journal of Psychiatry,* concluded that among adolescents of the same socioeconomic background who displayed the same violent behavior, psychiatric symptoms, and medical problems, "violent, disturbed black adolescents were incarcerated; violent, disturbed white adolescents were hospitalized."

In addition, the study found that aggressive behavior in boys was likely to be treated as the deliberate acts of healthy youngsters, and that they were subsequently sent to correctional facilities. The same violent acts when performed by girls were often considered as psychologically aberrant, and they were more likely to be sent to hospitals for treatment.

New Treatment Strategies

"It's important to stress that, of course, most schizophrenics, most epileptics, and most brain-damaged juveniles are not violent," Dr. Lewis said. "But there is a high proportion of them among the juvenile criminal populations we have studied."

"Knowing about these factors," Dr. Pincus said, "may make it easier to predict which children will be repeatedly violent."

Dr. Lewis said that the research suggests new treatment strategies for violent children. "A number of the youngsters who behave in extraordinarily violent ways suffer from diagnosable disorders," she said. "We could treat them if we caught them early enough. But most of the treatment programs devised up to now are very limited. These children need to be treated intensively for some period of time and then need access to monitoring and ongoing treatment."

However, by maintaining that they are treatable, Dr. Lewis said she did not mean to imply that they were "sick" and therefore "not violent." "In no way do our findings imply that these children are not dangerous," she said.

Currently, Dr. Lewis said, the research indicates that the society is behaving inconsistently toward such dangerous children, institutionalizing them in different ways. "We are treating some as if they're crazy and some as if they're just bad kids," she said.

Dr. Pincus commented, "It all comes down to whether you consider these children to be disturbed or criminal." ■

'Selective Incapacitation' Seen As Crime Control Method

(continued from page 1)

jail inmates in California, Texas, and Michigan.

In "Varieties of Criminal Behavior: Summary and Policy Implications," Rand researchers Jan and Marcia Chaiken said the most serious category of offenders "usually committed the three defining crimes (robbery, assault, and drug-dealing) at high rates, and they often committed burglaries, thefts, and other property crimes at high rates too—sometimes at higher rates than any other types of criminal, including those who specialized in such crimes."

The Chaikens said the only effective way to deal with this "violent predator" was imprisonment.

In "Selective Incapacitation," Rand researcher Peter Greenwood, using the same survey data as the Chaikens, developed a scale to identify low, medium, and high-rate burglars or robbers. He used these variables in the scale:

—Incarcerated more than half of the two-year period preceding the most recent arrest.

—A prior conviction for the crime that is being predicted.

—Juvenile conviction prior to age 16.

—Commitment to a state or federal juvenile facility.

—Heroin or barbiturate use in the two-year period preceding the current arrest.

—Heroin or barbiturate use as a juvenile.

—Employed less than half of the two-year period preceding the current arrest.

(continued on next page)

Jan Chaiken

Marcia Chaiken

Peter Greenwood

A "yes" answer to any question adds a point to the score. Offenders scoring 0-1 are predicted to be low-rate offenders, 2-3 medium, and four or more, high-rate.

Mr. Greenwood, in saying the scale was potentially viable as a means of incapacitating selected individuals for longer periods of time, cautioned that the risk was high of mistakenly identifying a relatively innocuous offender as a serious criminal "as long as our ability to discriminate . . . is imprecise."

He also stressed that the very concept of holding someone in prison for crimes he might commit in the future is repugnant to many people.

The two reports are the final studies into career criminals that NIJ began funding through Rand in 1975.

Previous studies included "Criminal Careers of Habitual Offenders," a study of 49 habitual felons in one California prison; and "Doing Crime," a study of 624 felons serving time in five California prisons. There also are two other studies—"Survey of Prison and Jail Inmates: Background and Method," that describes the background and methodology of the latest inmates study; and "Quality of Prisoner Self-Reports," that tests the validity of the inmates' answers on the self-report questionnaires. It says the integrity of the responses was satisfactory.

Many Crimes Committed

The Chaikens said, "The most active violent predators commit hundreds of serious crimes a year. And they commit five or more distinct types of crimes. For example, the sample's 10 percent of violent predators who have the highest robbery rates commit over 135 robberies a year. The 10 percent with the highest burglary rates commit over 500 burglaries a year. The 10 percent with the highest drug-dealing rates make over 4,000 drug deals a year."

The Chaikens said criminals can be categorized according to the combination of crimes they commit, and that the resulting typology may be quite useful for prosecution, incapacitation, and rehabilitation policy.

Criminals Start Young

In showing the relationship between high crime rates and drug use, the Chaikens said those California inmates who were heroin addicts for the entire measurement period reported committing an average 34 robberies, 68 burglaries, and 22 thefts per year. Inmates reporting no drug use said they committed an average of two robberies, three burglaries, and eight thefts per year.

The Chaikens said there are few full-time criminals. "Not even the most violent predators use crime as their sole source of income," they wrote.

The violent predators, the studies said, usually begin committing crimes, especially violent crimes, well before age 16 and are more likely than other offenders to have spent a long time in juvenile facilities. The group was characterized as being more socially unstable than other types of criminals.

"Few of them are married or have any other kind of family obligation," the studies said. "They are employed less regularly and have more trouble holding jobs. The more they are unemployed, the more crime they commit."

The researchers said one of the groups' more distinctive characteristics is multiple drug use: heroin with barbiturates, barbiturates with alcohol, and amphetamines with alcohol, among other combinations.

The Chaikens said that given the inadequacy of current record-keeping methods for juvenile and adult offenders it would be extremely difficult to try to develop at this time a statistical model that could be fairly used by the courts to identify and incarcerate for longer periods those persons who the statistical model said were likely to commit more crimes in the future.

They urged better record-keeping of juvenile offenses and a concentration of criminal justice resources on vocational training and drug rehabilitation programs for juveniles.

Attack Root Causes

Their research recommended attacking the root causes of crime—at the juvenile level—rather than trying to rehabilitate a recidivist adult offender. They also urged further research to develop a valid statistical model that could be used fairly to selectively incapacitate repeat offenders. Improved records can be established to make such identification possible in the future, they said.

(continued on page 10)

Business, Labor, Civic Leaders Ally To

Deputy Attorney General Schmults told coalition members the council is "a true cooperative venture among private business, government at all levels, and broad citizen interests. We can all be proud to be part of this effort." Mr. Schmults spoke at the council's first meeting.

Council member Mary Whyte meets McGruff.

Council member Ordway Burden.

Business, labor and civic leaders have come together to form a new group that will work to encourage private sector support in a national crime prevention campaign that urges the public to "Take A Bite Out of Crime."

The cooperative effort was announced at the initial meeting of the National Crime Prevention Council, October 28, in Washington, D.C.

The council will work with the Office of Justice Assistance, Research and Statistics to continue support of the campaign and to strengthen private sector funding, said Robert F. Diegelman, acting OJARS director. The campaign features the floppy-eared dog named McGruff.

"This is a prime example of how the government and the private sector can work hand-in-hand to better serve the public," said Mr. Diegelman.

"We have seen McGruff grow from an idea and rough sketch in 1979 to become—with the help of the federal government—a national byword and household symbol for crime prevention.

"Now the campaign takes a significant step forward by actively involving the private sector in a close partnership with the government and, most important, with the benefits going to the public," he said.

Chairman of the council is Carl M. Loeb, Jr., a metallurgist and business executive whose donation helped start the campaign four years ago. He is a former chair of the New York City Board of Corrections, member of the 1960 and 1970 White House Conferences on Children and Youth, and is a member of the American Bar Association's Commission on Correctional Facilities and Services. Other members include:

—William F. May—dean, Graduate School of Business, New York University; former chief executive officer, American Can Company; member of board, Johns-Manville Co., New York Times, Bankers Trust.

—Gary Susnjara—president, Dancer, Fitzgerald, Sample, Inc., the advertising agency which created McGruff and develops advertising materials.

—Lawson L. Swearingen—chairman, Commercial Union Insurance Companies.

—Douglas Fraser—president, United Auto Workers.

—Charles B. Renfrew—former U.S. district judge and U.S. Deputy Attorney General, attorney.

—Mary (Mrs. Arthur) Whyte—former chair, National Council on Crime and Delinquency.

—Robert Stuart—chairman, National

OJARS Acting Director Diegelman (left) and Council Chairman Loeb chat with McGruff.

Support Crime Prevention Campaign

Can Company, former president, Chicago Crime Commission.

—Mary Ann (Mrs. Potter) Stewart—Active in a variety of national scope crime reduction and prevention initiatives.

—William L. Hart—chief of police, Detroit, Mich.

—Ordway P. Burden—president, Law Enforcement Assistance Foundation; chairman, National Law Enforcement Council; journalist.

McGruff is the spokesdog for a national campaign that offers practical crime prevention tips to the general public. It was created by The Advertising Council with the volunteer agency Dancer, Fitzgerald, Sample, funded by OJARS and involves public, private, and civic organizations. OJARS and the council will coordinate the campaign's activities.

The council succeeds the National Council on Crime and Delinquency as administrator of the campaign. It will develop future public service advertising with the Ad Council, raise money to continue the program, promote the campaign, initiate crime prevention programs at the state and local levels, and provide support to the Crime Prevention Coalition, a group of public and civic organizations actively involved in the campaign.

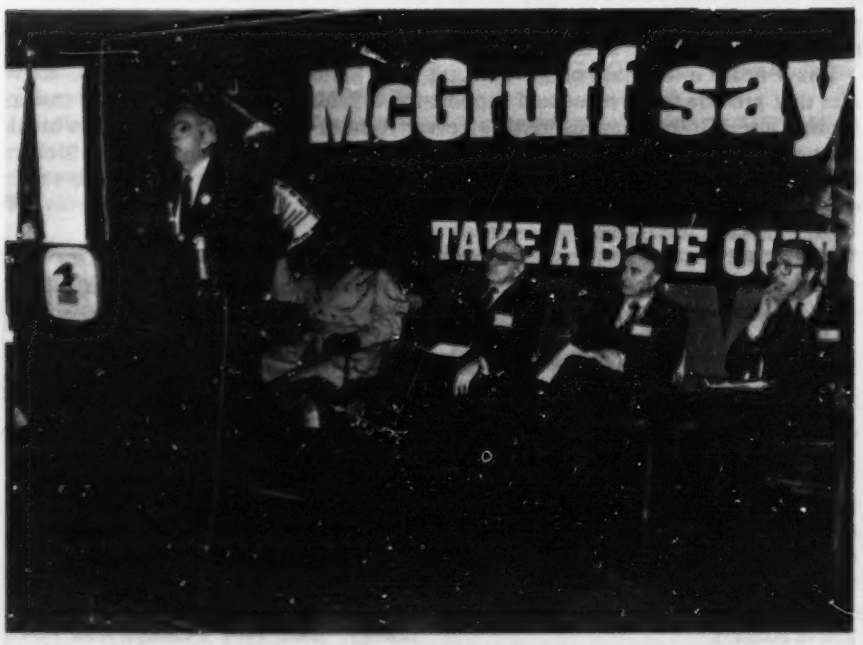
OJARS will provide $900,000 in federal funds for the campaign and the council has pledged $650,000 to support the program for the next two years.

"The mix of corporate and public support for the campaign has been invaluable," Mr. Diegelman said, "and vividly demonstrates the great potential to strengthen business and public ties with local law enforcement agencies significantly through the development of community crime prevention programs."

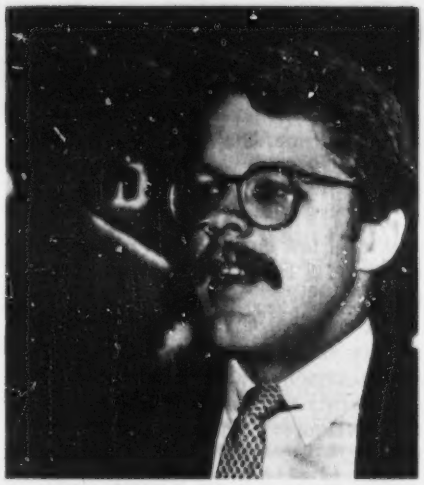
Such corporations as Rockwell International, IBM, Ethicon, American Broadcasting Corp., J.P. Stevens, Norfolk & Western Railroad, New Jersey Bell, Country Companies, and the Southland Corp. (7-11 convenience stores) have developed crime prevention programs that feature McGruff, he said.

An evaluation of the results of the first two years of the crime prevention dog's media campaign indicated that more than half of all U.S. adults had seen or heard at least one of the campaign's public service ads on crime prevention, and one quarter of these (nationally, about 30 million people) said they had taken preventive actions as a result.

For more information, write McGruff, Box 6600, Rockville, Md. 20850.



Postmaster General Bolger (standing) describes the Postal Service's crime prevention efforts.



Scott Rossborough, vice president, Dancer Fitzgerald Sample.

Robert Keim, president, Ad Council.

Jack Beecham, director of the California Crime Prevention Center, describes that state's campaign efforts.

Crime War Announced

(continued from page 1)

—A Cabinet-level Committee on Organized Crime, chaired by the Attorney General, to review and coordinate all federal efforts against organized crime.

—Special emphasis on training state and local law enforcement personnel at the Federal Law Enforcement Training Center at Glynco, Georgia.

—Construction of new facilities containing space for 1,260 inmates at 11 federal prisons and establishment of new agreements with local jails to hold federal prisoners awaiting trial or sentencing.

—Production of an annual report by the Attorney General to the American people on what is being done and needs to be done in the fight against organized crime. ■

Fla. Drug Flow Down

Law Enforcement efforts in South Florida have been "beefed up across the board" as a result of the work of the federal South Florida Task Force, Admiral Daniel J. Murphy, chief of staff for Vice President Bush, said at a ceremony announcing the creation of 12 regional task forces based on the Florida model.

Admiral Murphy heads a working group of the task force, which was created in January 1982 to coordinate federal efforts to aid crime-plagued South Florida.

Since that time, Admiral Murphy said, federal agents in the Florida Task Force have made more than 600 arrests, seized $7.9 million in assets—including 45 vessels—and confiscated more than 1,600 pounds of cocaine, nearly one million pounds of marijuana, and 77,000 dosage units of methaqualone.

By all reliable estimates, the flow of drugs into South Florida has been greatly reduced, he said. In addition, Admiral Murphy said, the South Florida Task Force has galvanized community spirit in South Florida and brought a new spirit of confidence and optimism about the government's ability to deal with drugs and crime. ■

DOJ Resources Marshalled To Fight Crime

(continued from page 2)

All of these criminal organizations deal in drugs and use violence. They are secretive, self-perpetuating criminal societies. Money is their common objective, and violence their primary tactic. They control large-scale drug trafficking today, and they are the groups that must be broken if we are to control the drug problem.

The massive involvement of organized crime in drug trafficking is, however, only part of the problem. Organized groups of criminals assault and murder each other —and innocent bystanders.

And we see public officials at all levels being corrupted by drug money. We have reports of rural sheriffs and police officers accepting payments of $50,000 or more just to "look the other way" while traffickers make a single landing at a makeshift airport. The dollar amounts involved are so great that bribery threatens the very foundations of law and law enforcement.

During the last 20 months we have recognized the full dimensions of the threat posed by organized crime and its involvement in drug trafficking. We have, however, been operating at a considerable disadvantage—during the preceding four years, the number of FBI and DEA agents actually declined by more than 900—about a 10 percent cut.

We crafted and implemented a series of initiatives to use our limited resources better in the fight against drug trafficking and organized crime.

We have reorganized the Drug Enforcement Administration. And for the first time, the FBI has been brought into the fight against the Number One crime problem to complement the excellent work of the DEA. In the last year, the FBI has begun more than 800 drug investigations—including 200 joint investigations with the DEA.

By achieving the amendment of the Posse Comitatus law, we have been able to utilize the military's resources—and its tracking and intelligence capabilities. Through the amendments to the Tax Reform Act, more crucial information is more readily available to law enforcement—and more tax cases are possible against drug dealers and organized crime.

All of these efforts have achieved notable successes. Nevertheless, the magnitude of the drug problem and the involvement of organized crime have dwarfed even those efforts. Many months ago, this Administration realized that a new effort was needed—an effort that incorporates new resources and builds upon the lessons we have learned, including a recognition of the role of organized crime.

I have heard it said that no government can ultimately eliminate the illegal activities that provide the revenue and support for organized crime. That is only true as far as it goes. Government cannot stop every form of illicit activity, but it can break apart and ultimately destroy tightly knit networks of racketeers and drug traffickers who live off organized criminal activities. And this Administration intends to do exactly that. ■

Publications

Major Issues in Juvenile Justice Information and Training, published by the Office of Juvenile Justice and Delinquency Prevention. The order number is 84638. To order, write the National Criminal Justice Reference Service at the above address.

Anti-Arson Guidebook, published by Public Technology, Inc., under a grant from Aetna Life and Casualty. The cost is $42.50 for the guide in a three-ring binder or $30.00 for the contents with instructions on how to assemble. To order, write: Publications, Public Technology, Inc., 1301 Pennsylvania Ave., N.W., Washington, D.C. 20004. ■

Views In The News

LOCK THEM UP: "The most intelligent research in criminology these days points to a very simple conclusion: Most of the murders, rapes, assaults and robberies in this country are committed by a small number of mean, nasty and remorseless males who commit violent crimes over and over again. The best way to stop violent crime, it therefore follows, is to find these chronic villains and lock them up . . .

"The public debate on studies [of repeat offenders] has been derailed by arguments over 'preventive detention.' Civil libertarians fear individual rights will be infringed if people are locked up simply because they fall into categories correlated with habitual crime. That's certainly a justifiable fear: Defendants should be convicted for crimes they have been proven to have committed, not ones they are statistically likely to commit in the future.

"But once a criminal has been found guilty, it would be appropriate to use criminological research in determining his sentence and parole opportunities. The trend in sentencing is to move away from subjective judgments by judges about the likelihood of rehabilitation and repeat crimes. But a growing number of states are also permitting much stiffer sentences for repeat convicts. The best way to make our streets and homes safer is to keep habitual criminals away from them."—*Editorial, The Wall Street Journal.*

REDUCING THE TRAUMA OF RAPE: "She may be younger than 5 or older than 80. She may be walking down her own street, waiting for a bus, riding an elevator, opening her door to a presumed acquaintance, or asleep in her bedroom. Yet she could be one of the 20,000 or so women who are raped every year in Chicago.

"It's bad enough that rape occurs so often that it can be called epidemic. . . What makes it worse is that Chicago and Illinois do so little to help rape victims. . .

"Witnesses told the Illinois House Rape Study Committee recently that Illinois and Chicago are among the least helpful of state and local governments in dealing with rape victims. . .

"The committee doesn't have to look for ways to improve the system. For example:

"Police must be trained to deal fairly and understandingly with women who report that they have been raped. . .

"Victims should be taken to a hospital emergency room with special equipment and personnel to deal with rape. . .

"Public funds should be available for treatment of rape victims not covered by private insurance or Medicaid. . .

"Follow-up counseling is imperative. . .

"Counseling should also be available without cost to husbands, friends, parents and children of victims. . .

"Rape victims should be eligible for help from state victim compensation boards. . .

"Protecting people against violent crime is a fundamental function of government. When it fails, it owes crime victims the help necessary to minimize the damage. . ."—*Editorial, The Chicago Tribune.*

COMPENSATING VICTIMS: "Victims of violent crime and those who are injured or killed while trying to stop such a crime are often ignored by the criminal justice system. That has begun to change. Thirty-seven states now have programs to provide monetary assistance to victims of crime, and on Oct. 1, the District of Columbia joined that list. . . Money has been appropriated for fiscal 1983 for victim compensation, and it will be supplemented by fines collected from those convicted of violent crimes.

"Victims of violent crime suffer emotional trauma, humiliation, stress and mental anguish. In addition, many receive physical injuries and do not have the resources for treatment. Others lose jobs or irreplaceable assets. It is right that a society that has failed to protect a citizen provide at least some measure of assistance to innocent victims who have no other resources. Victim compensation is an idea whose time has come. . ."—*Editorial, The Washington Post.*

HELPING PRISONERS' FAMILIES: "Last year, more than 100,000 people, many of whom had traveled hundreds of miles, visited the 13 correctional facilities in the California prison system. Most visitors are low-income women and children, and in the past little official attention was paid to their needs.

"But that situation is being corrected through the influence of private organizations with the cooperation of the state. Visitor reception centers are being expanded throughout the prison system. New state legislation that will become effective in January requires visitor centers at any institution of 300 or more inmates. As a result, centers will be established in three prisons now without them, and at any new institution. Centers provide shuttle transportation from bus stations and airports, and assist visitors who need child care, food or temporary shelter. . .

"The visitor centers, by facilitating prison visits, will strengthen the ties between prisoners and their families. One study reported that inmates who maintain strong family connections are more likely than others to succeed when released. Aside from that, the centers help both families and inmates to cope with the hardship of imprisonment."—*Editorial, The Los Angeles Times.* ■

Copyright material has been deleted, not available for Microfiche Edition.

Research Profiles Repeat Offenders

(continued from page 5)

In the other study, Mr. Greenwood outlined how selective incapacitation could be put to use to reduce serious crime while conserving financial resources by reducing the number of prison inmates.

"Among California robbers," he wrote, "we found that a selective incapacitation strategy that reduced terms for low and medium-rate robbers, while increasing terms for high-rate robbers, could achieve a 15 percent reduction in the robbery rate with only 95 percent of the current incarcerated population level for robbery."

"an unselective attempt to increase incapacitation by increasing terms for all robbers equally requires a 25 percent increase in (prison) population to bring about the same 15 percent reduction in crime."

Among burglaries, Mr. Greenwood said the best selective policy required a 7 percent increase in prison population to achieve a 15 percent crime reduction.

In Texas, however, the researchers found that crime rate reduction by selective incapacitation would be much more expensive because they turned up a much lower past offense rate among Texas inmates.

For robbers in Texas, they said, it would require a 30 percent increase in the incarceration level to achieve a 10 percent reduction in crime. It would require a 15 percent increase in incarceration of burglars to achieve a 10 percent crime reduction.

Reports Available

While expressing reservations about the implementation of selective incapacitation, Mr. Greenwood strongly suggested that, if properly refined, it offered more hope than the present system of sentencing.

The two reports may be purchased through Rand's publications department, 1700 Main Street, Santa Monica, California 90406.

Copies of the final draft of the executive summaries also are available, on interlibrary loan, from the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850, 301/251-5500. ■

OJARS Certificate Of Appreciation Awarded

OJARS Acting Director Robert F. Diegelman (left) presents an OJARS Certificate of Appreciation to Dr. Robert Thompson, a U.S. Navy Captain, in recognition of the assistance Dr. Thompson has provided the Public Safety Officers' Benefits Program since 1976. Dr. Thompson has served as an advisor to PSOB on forensic matters to ensure the fair award of death benefits to the survivors of public safety officers killed in the line of duty. Dr. Thompson also was presented with plaques of appreciation from the International Association of Firefighters and the International Union of Police Associations. The occasion was the retirement of Dr. Thompson as chairman of the Department of Forensic Sciences at the Armed Forces Institute of Pathology at Walter Reed Army Hospital in Washington, D.C. ■

AROUND the NATION

BOSTON, MASS.—The Department of Justice and the Commonwealth of Massachusetts have filed an agreement in U.S. District Court in Boston designed to increase the number of women in the Massachusetts State Police. The agreement resolves an employment discrimination suit filed at the same time. It calls for an active recruitment program to attract qualified women applicants so that women constitute at least 20 percent of all applicants to the force. As of May 25, 1982, there were 24 women among the 1,031 state police officers—2.3 percent of the law enforcement positions. Through the new recruitment program, the state will seek to hire women in numbers approximating their proportion in the applicant pool.

FLINT, MICH.—Police foot patrols in 14 Flint neighborhoods reduced crime by as much as 46 percent, improved services to citizens, and decreased fear of crime, according to an evaluation by Michigan State University. While Flint's crime rate rose generally in the two-year span studied, crime in the foot patrol areas dropped by 8.7 percent, the study found. The largest decrease was for sexual assault (46 percent); auto theft, assault, larceny, and vandalism decreased between 11 to 29 percent, study director Robert Trojanowicz reported. Calls for service to central dispatch declined 43 percent, he said. Minor complaints such as barking dogs, broken windows, and parked cars were handled by the neighborhood foot patrol officers. And almost 70 percent of citizens interviewed by the researchers said they felt safer because of the regular presence of the foot patrol officer. "Because police officers made regular, face-to-face contact with the public, they were able to serve as community organizers, social workers, dispute mediators, and 'linkage' persons between the community and governmental services," Mr. Trojanowicz said. "Citizens also had greater trust and rapport with the officers and were more willing to report crime." ■

Calendar

Dec. 26-29: Operational Intelligence for Security Directors, Miami Beach, Fla.; **Jan. 23-26:** Aviation Security: General and Corporate, Orlando, Fla.; **Feb. 13-16:** Hostage and Kidnap Negotiations, Daytona Beach, Fla.; and, **Feb. 20-23:** Evacuation of Business Personnel, Nassau, Bahamas, all sponsored by Richard W. Kobetz and Associates. Contact: Dr. Richard W. Kobetz, North Mountain Pines Training Center, Route Two, Box 342, Winchester, Va. 22601, 703/662-7288.

Jan. 9-14: Research and the Serious Juvenile Offender, and Faculty Training Program, Reno, Nev.; and **Feb. 20-24:** 10th National Conference on Juvenile Justice, Hilton Head Island, S.C., all sponsored by the National College of Juvenile Justice. Contact: National College of Juvenile Justice, P.O. Box 8978, Reno, Nev. 89507, 702/784-6012.

Jan. 10-13: Developing Police Computer Capabilities, Phoenix, Ariz.; **Jan. 17-21:** Developing Administrative Staff Skills, Las Vegas, Nev., and Management of the Investigative Function, San Diego, Calif.; and, **Jan. 24-28:** Police Facilities Planning and Design, Los Angeles, Calif., all sponsored by the International Association of Chiefs of Police. Contact: IACP, Professional Development Division, Eleven Fairfield Rd., Gaithersburg, Md. 20878, 800/638-4085.

Jan. 10-14: Police Driving Maneuvers and Accident Avoidance; **Jan. 17-21:** Sex Crimes Investigation; and, **Feb. 21-25:** Basic Hostage Negotiations Workshop, all held in Evanston, Ill., and sponsored by The Traffic Institute. Contact: Registrar, The Traffic Institute, Northwestern Univ., 555 Clark St., P.O. Box 1409, Evanston, Ill. 60204, 312/492-7245.

Jan. 10-21: At-Scene Traffic Accident Investigation; **Jan. 17-Feb. 11:** Police Traffic Management; **Jan. 18-19:** Fuel Efficient Driving Instructor; and, **Feb. 7-10:** Improving Police Performance Appraisals, all held in Jacksonville, Fla., and sponsored by the Institute of Police Traffic Management. Contact: IPTM, Univ. of North Florida, 4567 St. Johns Bluff Rd., S., Jacksonville, Fla. 32216, 904/646-2722.

Jan. 10-21: Homicide Investigation; **Jan. 24-Feb. 4:** Police Executive Development; and, **Feb. 14-May 13:** 69th Administrative Officers Course, all held in Louisville, Ky., and sponsored by the Southern Police Institute. Contact: Admissions Coordinator, Southern Police Institute, University of Louisville, Louisville, Ky. 40292, 502/588-6561.

Jan. 10-21: Crime Prevention Technology and Programming; and, **Feb. 7-11:** Physical and Electronic Security both held in Louisville, Ky., and sponsored by the National Crime Prevention Institute. Contact: Admissions, National Crime Prevention Institute, School of Justice Administration, Shelby Campus, Univ. of Louisville, Louisville, Ky. 40292, 502/588-6987.

Jan. 10-Mar. 25: Command Management School, Dallas, Texas, sponsored by The Southwestern Legal Foundation. Contact: Donald T. Shanahan, Director, Southwestern Law Enforcement Institute, P.O. Box 707, Richardson, Texas 75080, 214/690-2394.

Jan. 26-28: Conference on Oilfield Theft, Huntsville, Texas, sponsored by Sam Houston State University. Contact: Gene Blair, Coordinator of Law Enforcement and Security Training, Criminal Justice Center, SHSU, Huntsville, Texas 77341, 713/294-1670.

Jan. 28-30: Child Sexual Abuse: Investigation and Initial Management, and **Feb. 25-27:** Child Sexual Abuse: Treatment for the Victim, Offender, and Family, both held in West Hartford, Conn., and sponsored by the Saint Joseph College Institute for the Treatment and Control of Child Sexual Abuse. Contact: Sister Marjorie Fallon, Administrator, Saint Joseph College Institute for the Treatment and Control of Child Sexual Abuse, West Hartford, Conn. 06117, 203/232-4571, ext. 217.

Feb. 15-19: 35th Annual Meeting of the American Academy of Forensic Sciences, Colorado Springs, Colo. Contact: American Academy of Forensic Sciences, 225 S. Academy Blvd., Suite 201B, Colorado Springs, Colo. 80910, 303/596-6006.

Feb. 24-27: 10th Annual Conference of the Western Society of Criminology, Las Vegas, Nev. Contact: Ivar O. Paur, Sec./Treas.. P.O. Box 80751, San Diego, Calif. 92138, 714/265-6224.

Mar. 4-6: National Conference on Peacemaking and Conflict Resolution, Athens, Ga., sponsored by the Georgia Center for Continuing Education at the University of Georgia. Contact: Ed Weeks, Program Specialist, Georgia Center for Continuing Education, Univ. of Georgia, Athens, Ga. 30602, 404/542-7909.

Mar. 6-11: 33rd International Course in Criminology, Vancouver, British Columbia, Canada, sponsored by the International Society of Criminology. Contact: Professor Ezzat A. Fattah, Director, 33rd International Course in Criminology, Department of Criminology, Simon Fraser University, Burnaby, B.C. V5A 1S6, Canada, 604/291-4764.

Apr. 18-29: Police Executive Development Institute, State College, Pa., sponsored by The Pennsylvania State University. Contact: James R. Horner, Director, Police Executive Development Institutes, The Pennsylvania State University, S159 Human Development Bldg., University Park, PA 16802, 814/863-0262.

Oct. 4-6, 1983: 17th International Carnahan Conference on Security Technology (call for papers), Zurich, Switzerland, sponsored by the University of Kentucky and the Zurich Institute for Communication Technology. Contact: P. de Bruyne, ETH Zentrum-KT, CH-8092 Zurich, Switzerland, 411/256-2792. ■

U.S. Department of Justice
Office of Justice Assistance,
Research, and Statistics

Official Business
Penalty for Private Use $300

Postage and Fees Paid
U.S. Department of Justice
Jus 436
THIRD CLASS
BULK RATE

Washington, D.C. 20531

people people people people

Richard H. Kuh, a partner in the New York City law firm of Warshaw, Burstein, Cohen, Schlesinger, and Kuh, was elected chairman-elect of the American Bar Association's Criminal Justice Section. He will become chairman in August 1983.

Mr. Kuh is a former district attorney of New York County. He has been a member of ABA's Criminal Justice Section's governing council since 1977, serving as vice-chairman during 1981-1982. He has chaired the Section's Evaluation of Judicial Performance Committee, and is a member of its Legislation Committee. He also served as a task force member in a project to update ABA's standards for criminal justice.

Curtis L. Snoberger has been elected chairman of the National Association of Criminal Justice Planners.

Mr. Snoberger is executive director of the Lincoln/Lancaster County Justice Council in Lincoln, Nebraska, since 1974.

He has been a member of NACJP since 1975, serving on the Conference and Workshops Subcommittee and Correctional Institutions Task Force. He also serves on the advisory committee of the Criminal Justice Training Center at Washburn University in Topeka, Kansas.

Luella Dunn, clerk of the North Dakota Supreme Court, has been elected president of the National Conference of Appellate Court Clerks.

Mrs. Dunn has served as clerk of the North Dakota Supreme Court since 1968. Prior to that, she was deputy clerk since 1947. Mrs. Dunn also serves as secretary-treasurer of the State Bar Board and secretary of the Disciplinary Board and Judicial Qualifications Commission.

Mrs. Dunn served on the executive committee of NCACC in 1973-1974. In 1978, she was treasurer and a member of the executive committee of the Bar Admissions Administrators of the National Conference of Bar Examiners.

Carl F. Bianchi, administrative director of the courts for the State of Idaho, was elected chairman of the Conference of State Court Administrators. He succeeds **Eugene J. Murret,** judicial administrator of Louisiana.

Mr. Bianchi has been Idaho's administrative director of the courts since 1973. From 1974 to 1976, he also served as a judge in the Idaho magistrate division. Before coming to Idaho, Mr. Bianchi was chief of court planning for the New Jersey courts, after directing the New Jersey State Office of Legal Services from 1970 to 1972.

Mr. Bianchi received a law degree from Duke University Law School. ■

3/10

December 1982/January 1983
Vol. 3, No. 10

U.S. Department of Justice

OJARS
NIJ
OJJDP
BJS

Justice Assistance News

NIJJDP Study Reports

Treatment Of Youths In Adult And Juvenile Courts Similar

An overwhelming majority of youths judicially waived to adult courts from juvenile courts receive no confinement at all—contrary to the general view they are treated more strictly in adult courts, according to a study by the National Institute for Juvenile Justice and Delinquency Prevention.

In states with judicial waivers, only 32 percent of the juveniles waived to adult courts were sent there because of a crime against a person—again countering the general view that only violent youths are sent to adult court, said the study, adding that property offenses accounted for 45 percent of the juvenile waivers to adult courts. The other 23 percent included public order and similar minor offenses such as prostitution and being drunk in public.

The study, "Youth In Adult Courts: Between Two Worlds," was a three-year research project conducted by the Academy for Contemporary Problems, Columbus, Ohio. It was conducted under a grant from NIJJDP, the research arm of the Office of Juvenile Justice and Delinquency Prevention (OJJDP).

The project was one of a series of four simultaneous studies dealing with juvenile justice issues that covered 42 months and cost $2.4 million.

The thrust of the study was to determine how many juveniles were being referred to adult courts, for what types of offenses, and under what circumstances. Every procedure (judicial waiver, concurrent jurisdiction, excluded offense, lower age of jurisdiction) that can be used to transfer youths to adult court was examined. The goal was to provide policymakers with statistical, legal, and research data.

None of the views expressed in this report is necessarily that of the Department of Justice or any of its bureaus or agencies.

In-depth Interviews Conducted

Using 1978 as the base year for data collection, the academy studied how

(continued on page 6)

SEASONS GREETINGS

On behalf of all Justice System Improvement Act agency employees, I want to wish you and your families a happy and healthy holiday season.

The past year has brought many changes to the JSIA program and the criminal justice community. We expect 1983 to present many new changes and challenges, and we are committed to meeting these demands with the same determination and high degree of professionalism that has marked our efforts of the past.

We must find new resources, form new partnerships, and strengthen past alliances as we continue the fight against crime and work to improve the criminal justice system. This will require a greater role for the private sector, public and civic organizations, and the average citizen. This strengthening of business, civic, and public ties with local law enforcement agencies will, I am sure, prove an invaluable asset in the coming year—and in the years that lie before us.

Again, we at the JSIA agencies wish you the very best during this holiday season.

Robert F. Diegelman
Acting Director, OJARS

NEWARK PUBLIC LIBRARY
DEC 30 1982
U. S. GOVT. PUBS.
DEPOSITORY 274

J1.59:

In This Issue

Study Finds Most Youths Referred To Adult Courts Receive No Confinement 1

Prison Population Grew 6.9% During First Six Months of 1982 3

President Reagan Signs Victims, Missing Children Bills 5

FBI Reports Crime Down 5% In Mid-1982 5

Law Enforcement Training Offered At FLETC 7

TASC Program Offers Students An Alternative To Suspension 9

Justice Assistance News

Published 10 times a year by the Public Information Office, Office of Justice Assistance, Research, and Statistics, in conjunction with the Bureau of Justice Statistics, National Institute of Justice, and Office of Juvenile Justice and Delinquency Prevention.

Joseph Krovisky, Assistant Director
Public Information Office

Anne R. Voigt, Editor

U.S. Department of Justice
Washington, D.C. 20531

The Attorney General has determined that the publication of this periodical is necessary in the transaction of the public business required by law of the Department of Justice. Use of funds for printing this periodical has been approved by the Director of Management and Budget through September 30, 1984. Expressions of opinion in articles do not necessarily represent the official views of the Department of Justice. The *News* would appreciate receiving copies of news releases, photos, reports, and books produced by members of the criminal justice community. All material submitted receives careful consideration, although it is not possible to publish every item in its entirety. Manuscripts will not be returned unless specifically requested.

WHAT THEY ARE SAYING

Violence: A Major Public Health Problem in U.S.

The following is excerpted from an address by C. Everett Koop, M.D., Surgeon General of the United States and Deputy Assistant Secretary for Health of the U.S. Department of Health and Human Services, before the American Academy of Pediatrics in New York City.

Violence has grown to become one of the major public health problems in American society today. It is not new, of course. Violence of some kind—murder, suicide, assault, armed confrontation of neighbor against neighbor—these have appeared in our national history since the 17th Century. In the past 80 years or so, as we improved our ability to collect vital statistics, we have been able to identify periods when there were changes in the incidence of morbidity and mortality caused by violence. We are coming through just such a period now.

Violence in this country surged in the late 1960s and into the 1970s. All the indicators went up. But the toll upon young people has been particularly high.

Motor vehicle accidents, homicide, suicide—these violent death categories now have new and higher death rates per 100,000 population in almost any grouping of persons between one year and 24 years of age.

Rather than resurrect much of the literature of violence, I want to take a few careful steps forward to see what the role of the physician might be in understanding and possibly preventing the loss of life—millions of years of life—through these violent premature deaths.

Physicians need to become more familiar with the symptoms of violent personality in child and parent alike. Unfortunately, we don't have available some stock, off-the-shelf profiles of persons who are disposed toward violence. But the research literature does provide us with some clues that seem sturdy enough to follow.

For example, according to the work done by Dr. Dorothy Otnow Lewis of the N.Y.U. School of Medicine, homicidally violent children also tend to have a history of attempted suicide. Many of them have a history of psychomotor seizures. Their fathers are usually characterized as "very violent," particularly to the mothers. These children also tended to have mothers who at some time had to have inpatient psychiatric care. Other studies indicate that violent adolescents had seen severe physical abuse occur at home or were themselves the victims of family violence.

High-risk families also tend to be socially isolated from their neighbors. This is the case across all social, racial, and economic lines. Such families lack strong friendships. They can't seem to get close to other families, particularly families that do not show evidence of stress or violent behavior. High-risk families have difficulty coping with pressures outside their own home—pressures on the job or pressures while looking for a job, or the internal pressures that may build up while trying to negotiate such social transactions as shopping or using public transportation. Such families also have difficulty coping with stress inside their own homes—children making noise, loud radios, television sets, or stereos—and a whole range of marital upsets, including those produced by alcohol and drugs.

We know that violence within the family—particularly parental violence toward children—tends to escalate during periods of economic stress. Indebtedness, lack of work, eviction, lay-offs, repossessions, these are the stuff of trauma for many fami-

(continued on page 4)

Mid-1982 Federal, State Prison Population Up 6.9%

The number of federal and state prisoners grew by 6.9 percent during the first six months of 1982 to reach 394,380 inmates, according to a Bureau of Justice Statistics bulletin.

The bureau said the growth rate was equivalent to a 14.3 percent annual rate —2 percentage points higher than any annual increase since the statistics series began in 1926.

Moreover, the bulletin said, prison population growth has exceeded 10 percent only in 1927 (11.6 percent), 1939 (12.2), 1975 (10.1), and 1981 (11.8).

State Growth Higher

Most of the increase for the first half of 1982 was in state prisons, where inmate populations grew by 7.3 percent. The federal population grew by 3.2 percent.

Texas, California, New York and Florida accounted for one-third of all state prisoners, and each of those four states had more than 25,000 prisoners as of June 30, 1982.

In many states the inmate increase is the result of both increasing admissions and declining releases, the bulletin stated, adding that "annual growth in the prison population has consistently outpaced the annual growth in arrests in recent years."

It also said that "widespread adoption of new sentencing and parole laws has lengthened prison stays. Mandatory sentencing laws have been passed in most states, determinate sentencing laws in many states, and parole has been abolished in four states."

(Mandatory sentencing laws require that convicted offenders be incarcerated for a fixed time according to the nature of their offenses. Determinate sentencing, while allowing for options such as probation or restitution, requires that confinement, when specified, be for a fixed period.)

Parole Policies Changed

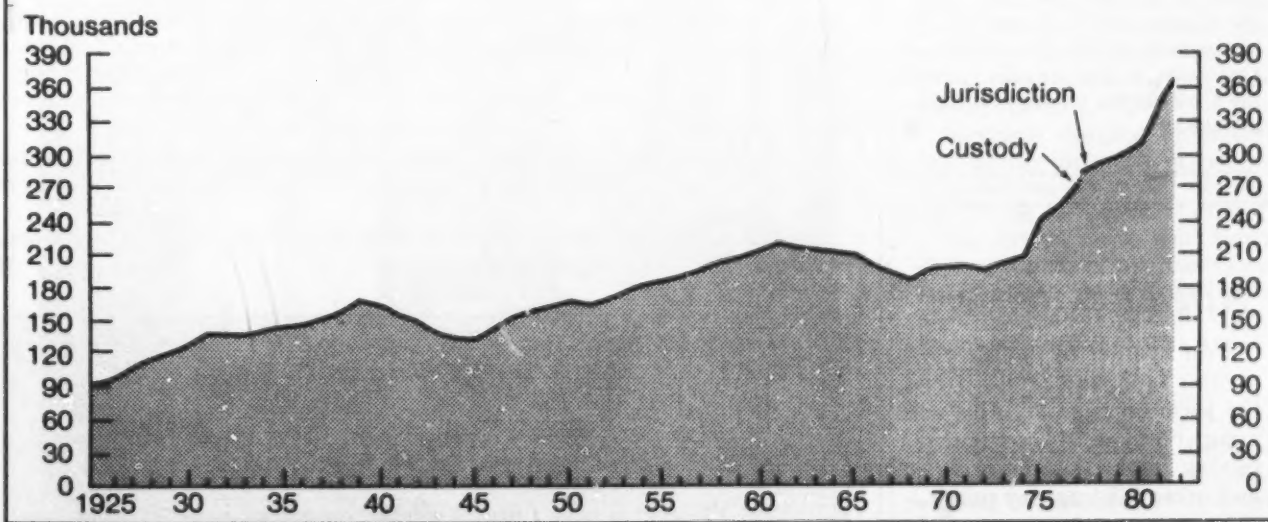
Furthermore, the bulletin pointed out, many states have changed their probation and parole policies, and other states have passed new and tougher laws on drunk driving, which they mentioned as a "contributing factor" in prison population growth. Some states said that there had been increases in the number of people unable to make bail (in those states with combined jail and prison systems).

Additionally, the bulletin cited the continued increase in the number of 20- to 29-year-old males, the nation's most prison-prone population group. During the 1970s this group grew by more than 35 percent, which was even faster than during the 1960s.

The bulletin said that the growth in the number of female prisoners during 1981 was surpassed in the first half of 1982, during which it grew by 11 percent. The number of women in prison (17,142 as of June 30) has more than doubled since 1974, whereas the male population has grown by 70 percent since then. However, women make up only 4 percent of the total population.

The bulletin, "Prisoners at Midyear 1982," can be obtained free by writing the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850. The telephone number is 301/251-5500. ■

Number of sentenced State and Federal prisoners at yearend, 1925 – midyear 1982



Note: Before 1977, NPS reports were based on the custody population. Beginning in 1977, they were based on the jurisdiction population. Both figures are shown for 1977 to facilitate year-to-year comparison.

Two Attorneys Named To Press Involuntary Servitude Prosecutions

Assistant Attorney General William Bradford Reynolds has announced the appointment of Susan J. King and Albert S. Glenn to coordinate the enforcement of federal criminal laws dealing with the victimization of migrant workers and minorities.

"Increased enforcement in this area is a top priority of the Civil Rights Division," said Mr. Reynolds, who heads that unit. "We will vigorously prosecute crew leaders and others who seek to exploit farm workers and impose upon them a condition of involuntary servitude."

Mr. Reynolds said some 40 persons have been charged in involuntary servitude cases in the past six years.

Ms. King will coordinate prosecutions for the Eastern United States and Mr. Glenn for the Western states.

Ms. King, a 1968 graduate of American University Law School, has been a trial attorney in the Civil Rights Division since 1978. Mr. Glenn, a 1979 graduate of the law school of the University of California at Los Angeles, joined the Civil Rights Division in January 1982. ■

Attention Readers

Don't forget to update your mailing label and return it and the form on page 11. This will assure that you will continue receiving *Justice Assistance News* and other JSIA agency publications without interruption in 1983.

Physicians Must Help To Combat Violence

(continued from page 2)

lies. They can overwhelm parents and open them to the terrible impulses of violence against each other and against their children. In some areas of the country we are experiencing very difficult economic conditions and, if the research and the anecdotal material we have is any guide, those areas are also experiencing a rise in family violence.

This may show up in marks on battered spouses and abused children. They are never well explained. The victims are often embarrassed, evasive, or simply tight-lipped. The physician needs to understand how to "read" those intensely personal and human signals of the victim of family violence.

In addition, the physician, suspecting that a patient may be predisposed to violent behavior, should provide the same kind of counseling or referral service as if the patient showed a predisposition to cardiovascular disease, obesity, or diabetes. With the patient's consent, it may be possible to involve a spouse or a child in the discussion of this health problem. The objective is not to intervene into a patient's private family life for intervention's sake but to prevent violent behavior from occurring and endangering the health or the life of another.

I recognize that not all physicians would agree with that assessment of their role. They would object to it as being yet another example of the "medicalization of social problems." But with violence, I think there is a difference.

This point was made at a workshop held last summer by the Institute of Medicine. On this matter of the "medicalization of violence," the participants made several good points:

First, there seems to be no other institutional focus for research into the causes of violence that takes into account the multiple biological, psychological, social, and societal dimensions of crime, its victims, and its prevention.

Second, the National Institute of Justice, the research arm of the Justice Department, sees "prevention" as a way of stopping a recurrence of a criminal act. The Justice Department does not have what would be in our discipline of medicine a "primary prevention" strategy. And such a strategy under the criminal justice system could very well come in conflict with traditional civil liberties.

And third, the workshop participants agreed that the morbidity and mortality from violence are extremely costly to society not only in productive years lost but in the hard dollar terms of the impact upon the health care system. This is particularly true in the cases of abused children, who frequently have chronic disabilities even after treatment.

We might not want this very complicated issue to gravitate toward medicine for answers, but I believe we need to accept the fact that we may have a contribution to make.

Our task is to put the full weight of our profession on the side of strengthening positive, healthy family life in this society. ■

Moving? Don't forget to write!

You can help us speed your change of address by clipping the label from your *News* and sending it with your new address to:

Justice Assistance News
633 Indiana Ave., N.W.
Washington, D.C. 20531

Victims, Missing Children Bills Signed

President Reagan has signed into law two bills that provide improved treatment of victims and witnesses in federal courts and federal assistance in identifying and locating missing persons.

The Victim and Witness Protection Act of 1982 "seeks to return some balance to our criminal justice system without infringing upon the rights of the defendant," President Reagan said in signing the bill.

The act requires that a "Victim Impact Statement" be filed to aid the judge in sentencing an offender; makes it a federal offense to intimidate or retaliate against victims or witnesses of federal crimes; and requires a federal judge to order restitution when passing sentence for crimes involving bodily injury or property loss or else to state for the record his or her reason for not doing so.

The act also directs the Attorney General to promulgate guidelines to ensure fair treatment of crime victims, including providing victims with information about assistance available to them; obtaining the views of victims about the disposition of cases affecting them; promptly returning victims' property held by the government; and providing victim assistance educational programs for law enforcement officers.

"These measures will go a long way toward treating victims and witnesses with the fairness and respect they deserve," President Reagan said.

The Missing Children Act requires the Department of Justice to maintain a central computer file designed to help trace missing children and other missing persons. The file will be open to appropriate federal, state, and local law enforcement agencies, and parents may contact the FBI to have their missing children listed.

"Finding missing children has become a national problem," President Reagan said. "Because of overlapping jurisdictions and the lack of centralized information, parents of missing children have faced frustration and anger in their attempts to locate their children. Furthermore, state and local officials are often unable to identify bodies simply because of restrictions on missing person reports from other jurisdictions. The Missing Children Act attempts to lessen these problems." ■

President Reagan signs victims and missing children bills in presence of, from left, Sen. John Heinz, Sen. Paula Hawkins, Rep. Hamilton Fish, Attorney General William French Smith, and Rep. Robert McClory.

Mid-Year Crime Down

Reported crime during the first six months of 1982 was 5 percent lower than in the same period of 1981, says the FBI.

"This drop in reported crime is the first six-month decrease the nation has experienced since 1978," said FBI Director William H. Webster. "In that year, we had a 2 percent decrease when the first six months were compared to the same period in 1977."

The total of reported crimes, after reaching an all-time high in 1980, had held at that level during 1981.

"While this apparent reversal is encouraging, the fact that the all-time high was reached and maintained for a two-year period should be of major concern to the nation," said Attorney General William French Smith.

The bureau, in its Uniform Crime Report, said violent crime—murder, forcible rape, robbery and aggravated assault—was 3 percent lower in the first half of 1982 than in the first half of 1981. Property crimes—burglary, larceny-theft, and motor vehicle theft—fell by 6 percent from the level of a year earlier.

The 1982 semiannual figures showed murder was down 8 percent, robbery decreased 7 percent, and forcible rape declined 6 percent. Aggravated assault—the only Crime Index offense to increase—was up 1 percent.

Burglaries dropped 11 percent and larceny-theft and motor vehicle theft each decreased by 3 percent. Arson declined by 17 percent.

The Northeastern and North Central regions of the country experienced the greatest decline in reported crime—9 percent. Crime decreased 3 percent in the western states and 2 percent in the South.

The nation's rural areas recorded an 11 percent decline in reported crime; suburban areas, an 8 percent decrease; cities with populations over 50,000, a 3 percent drop; and cities outside metropolitan areas, a 6 percent decline. ■

Methods Vary For Referring Youths To Adult Courts

(continued from page 1)

youths were handled in every county in the U.S., the District of Columbia, and the federal courts. In-depth interviews were conducted in 10 states with prosecutors, judges, public defenders, legislators, civil leaders, and media personnel.

The study said the typical youth referred to adult court was 17, male, and white.

The study revealed that every jurisdiction has at least one legal mechanism for trying youths (under age 18) in criminal courts.

There are 13 states which provide for concurrent jurisdiction between juvenile and adult courts for persons under the age of 18. In these states, forums for trial are determined at the prosecutor's discretion. In six of these states, concurrent jurisdiction applies only to traffic or other minor violations. In the remaining seven states, this discretion is applicable to all offenses, or to most serious offenses committed by older juveniles.

Some Crimes Excluded

Thirty-one states exclude certain crimes from juvenile court jurisdiction. In 20 of these 31 jurisdictions the only exclusions are for traffic offenses and other minor misdemeanors. The remaining 11 states exclude very serious crimes, usually murder and other capital offenses, from juvenile court jurisdiction. Seven of these states have established minimum ages of 13 to 16, under which such youths will be referred to juvenile courts even though they are charged with those designated offenses.

In 37 states where one is a juvenile until age 18, and in the one state where the age is 19, some 12,300 youths were referred to adult court during 1978. In those 38 states over 9,000 juveniles were judicially waived to adult courts, over 2,000 youth were prosecuted for serious offenses in adult courts due to concurrent jurisdiction provisions, and over 1,300 youth were prosecuted as adults because of excluded offenses provisions. These youth were either waived by the juvenile court or the prosecutor exercised authority to try them in adult court, or they were prosecuted as adults because of the serious nature of their crime (such as murder, rape, or armed robbery).

In 12 states where one is a juvenile until age 16 or 17 (e.g., lower ages of jurisdiction), some 250,000 youths were prosecuted in adult court in 1978. Juveniles who are 16 or 17 in these states are routinely handled as adults for any violation of criminal law, no matter how minor. Only one of these states permitted 16 or 17 year old youths to be referred back to the juvenile courts. In the other 11 states, they are, without exception, arrested, detained, tried, and sentenced as adult offenders.

The most common offenses for whict zouths in these 12 states were referred to adult court were such "public order" offenses as liquor and drug violations. Further, this pattern was found to be generally consistent in most of the states.

In addition to these youths, the study said that as a result of hundreds of city, county, state, and federal laws, in 1978 an estimated one million persons under 18 were tried in adult courts for misdemeanor offenses such as traffic violations, fish and game offenses, and water safety abuses.

Case Dispositions Studied

The study also examined adult court dispositions of juvenile cases. Among the 7,318 youths judicially waived to adult court, disposition data were available on 3,418 of them. Ninety percent of these cases resulted in conviction or guilty pleas. Just over one-half of those convicted received sentences not calling for incarceration—such as fines or probation. Less than one-half of this convicted group received a sentence of confinement. Among those confined, 27 percent received sentences of one year or less, 39 percent received sentences of one to five years, 16 percent received five to 10 years, 14 percent received sentences of over 10 years, 2 percent got intermediate sentences, and 2 percent got life.

Eighty percent of the "known" concurrent jurisdiction (312) and lower age of jurisdiction cases (353) resulted in sentences of one year or less.

Project Director Joseph White said that in many cases the defendant served only a small portion of the sentence. He pointed out that the average length of confinement in juvenile facilities is about nine months, and that these include a significant proportion of non-serious cases.

Commenting on the study, Mr. White said, "the apparent reason for transferring or waiving many juveniles to adult courts—that they will receive stiffer sentences than in juvenile court—does not appear to be substantiated in this research.

The study found that most youths referred to adult courts are not treated more strictly there than they would be in juvenile court.

"The key point is that there are only a small number of juveniles who are being referred to adult courts that are actually being confined for longer periods of time than could have been accommodated in the juvenile system."

Mr. White pointed out that although many cases are transferred to adult courts because of the seriousness of the crime, more than half of the juveniles transferred had not committed crimes against a person.

Waiver Recommended

Based on the examination of every procedure presently used to transfer youths to adults courts, the author recommended that the best way for legislatures to construct appropriate legal mechanisms for the referral of youths to adult courts is through the use of judicial waiver. Only this legal device offers a method by which: both prosecutorial and judicial discretion may be exercised and controlled; juveniles who can be effectively handled by juvenile courts are spared needless contacts with the criminal court system and the unnecessary duplication of defense costs; and the judicial machinery is spared the strain of unnecessary delays in order to transfer juveniles to courts where their cases will ultimately be tried. This conclusion is consistent with recommendations of national juvenile justice standards.

These results are from the first of a three-phase research effort. Phase two involves an examination of court dispositions in selected jurisdictions among three groups of offenders charged with similar offenses:

— Juveniles handled in juvenile court.

— Juveniles handled in adult court.

— Young adults (aged 18 to 26) handled in adult court.

In phase three the sentences received by the juveniles will be studied. Results are expected to be available in about 15 months.

Donna M. Hamparian was the academy's principal investigator and researcher for the study.

Individual copies of the study, "Youth in Adult Courts: Between Two Worlds," are available free of charge by writing the National Criminal Justice Reference Service, Box 6000, Rockville, Maryland 20850, telephone: 301/251-5500. Copies of individual state summaries also are available for a small fee. ■

Law Enforcement Training Offered

The federal government has launched a pilot program offering advanced specialized training courses for state and local law enforcement personnel at the Federal Law Enforcement Training Center in Glynco, Georgia.

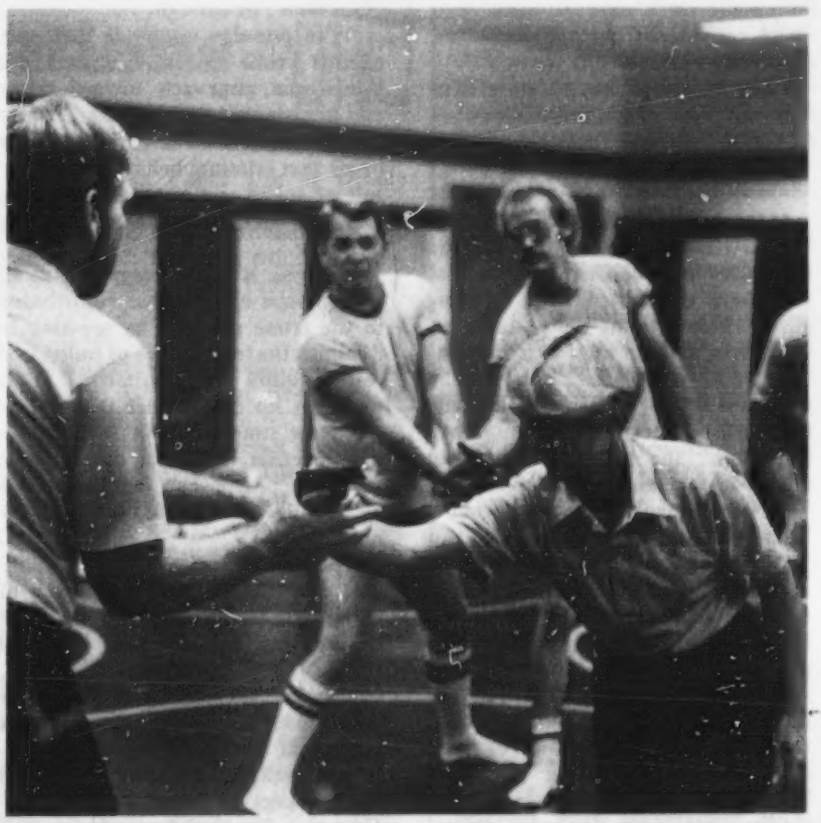
Courses include court security, officer survival, questioned documents, advanced law enforcement photography, marine law enforcement techniques, fraud and financial investigation, advanced arson for profit investigation, driver training, protective operations, and undercover investigative techniques. Class fees and room and board are paid by the students.

"The goal of this program is to test the hypothesis of offering advanced specialized training for state and local law enforcement personnel on a cost reimbursable basis at the Federal Law Enforcement Training Center," said George H. Bohlinger, executive director of the training program.

"If this pilot program responds to the real needs and demands for advanced specialized training and provides a quality product, the potential exists for the chartering of a permanent National Center for State and Local Law Enforcement Training."

The program is jointly sponsored by the Departments of Justice and Treasury and is administered through the State and Local Law Enforcement Training Program. It stems from a recommendation of the Attorney General's Task Force on Violent Crime.

Additional information about the program is available by writing to the State and Local Training Coordinator, FLETC, Glynco, Ga. 31524, or calling the Washington, D.C., program office at 202/566-4086. ■



FLETC Physical Specialties Instructors Terry Raines (left) and Lynn Diskin demonstrate a technique for disarming an assailant.

Views In The News

A STEP IN THE RIGHT DIRECTION: "It's good news indeed that President Reagan is marshaling federal law enforcement officers for an all-out war on drug dealers. This dirty business, masterminded by the hoodlums who run organized crime, is at the root of the wave of violence sweeping the nation.

"The President and Attorney General William French Smith called for an intensive attack that will pump 1,200 more federal agents and prosecutors into 12 big cities, including New York. That's the right way, because trafficking in heroin and the other junk poisoning our society can't be stemmed by financially strapped local police departments and already overburdened state courts without federal help. . .

"Sure, the program will cost plenty. But wars like this can't be pulled off on a cut-rate basis, and we're convinced that the American people are willing to pay for it. . .

"The President has taken a firm step in the right direction."—*Editorial, The New York Daily News.*

MONEY WELL SPENT: "Twenty-five percent of all the homicides in Dade County, Fla., last year were committed with machine guns. These are not the weapons of the corner stickup man or your run-of-the-mill wife abuser. They are the signature of the gangland killing, the hallmark of a turf fight among drug traffickers, the sure sign that big money and the mob are involved. . .

"The president has now proposed a broad assault on this problem. . .

"Concerted efforts to deal with the epidemic of organized crime and drug trafficking seem to come in cycles. Individual cases may take years to prepare and are expensive to try. A sustained effort is needed. The administration promises that this time the federal government is ready to commit resources on a long-term basis. While the plan does not specifically address the international aspects of the drug problem, it does contain a comprehensive list of proposals on the domestic side. These will cost $200 million a year when put into full effect. Even in these times of tight budgets, that would be money well spent."—*Editorial, The Washington Post.*

ON FIGHTING CRIME: "President Reagan [has] unveiled a laudable eight-point program to strenthen the federal fight against crime, particularly targeted at organized crime and drug trafficking. The program is another sign that politicians are beginning to respond to the fact that people are fed up both with crime and a law enforcement system that seems incapable of protecting public safety. But the hiring of more federal agents and the construction of new prisons alone won't be enough. . .

"The popular outcry is not only against crime but also against the behaviorist approach toward crime and punishment that has reigned over the past two decades. That theory holds that criminal behavior is the result of social and economic injustice and thus society, not the criminal, is to blame. . .

"Indeed, it can be argued that all this societal concern has contributed to the crime problem by seeming to diminish the importance of individual responsibility and initiative. It is probably no coincidence that during the same time we have witnessed a deterioration in school discipline, a rise of single-parent families and a weakening of religious and community bonds. . .

"Better law enforcement capabilities and tougher judges are part of the answer to the crime problem. But government doesn't bear the full responsibility. Community leaders, educators, the clergy and family heads must stress the importance of individual responsibility and self-worth. Perhaps then more people will show respect for their fellow men."—*Editorial, The Wall Street Journal.*

TAKING THE PROFIT OUT OF ARSON: "Chicago's suburbs have joined the city in taking the profit out of arson-for-profit. Together, through a variety of police and community anti-arson programs and tighter state laws, they have made Chicago the only major metropolitan area in the country to reverse the growth of arson-for-profit. . .

"In early 1980, the Coordinating Council on Arson for Profit was established. By working with police and insurance companies in Chicago and the Cook County suburbs, it has helped to cut insurance claims from $12 million to $5 million a year.

"Also in 1980, the state fire marshal's office established its first formal arson investigation training program. . .

"In northwest Cook County, 13 towns and several private companies have formed the North Cook County Fire Investigators Task Force. A similar effort is under way in the south suburbs. . .

"These coordinated programs not only help protect the suburbs from arsonists but also demonstrate once again the benefits of regional cooperation on regional problems."—*Editorial, The Chicago Tribune.* ■

RECENT GRANTS

NIJ

• $191,610 to the **Brandeis University Department of Psychology** to develop a classification system for sexual offenders. The two-year study will analyze a sample from 1,400 cases at the Bridgewater, Connecticut, Treatment Center. Information will be collected about types of treatment, patient response, and post-release history.

Copyright material has been deleted, not available for Microfiche Edition.

Publications

Perspectives on Determinate Sentencing (NCJ# 84151), **Basic Issues in Corrections Performance** (NCJ# 84405), and **Examining Local Legal Culture: Practitioner Attitude in Four Criminal Courts** (SNI# 84047), all published by the National Institute of Justice and available free from the National Criminal Justice Reference Service, Box 6000, Rockville, Md. 20850.

The ABA Catalog, a reference source of all titles available from the American Bar Association and the American Bar Foundation. The cost is $2.00. To order, write: American Bar Association, Order Billing Department, 1155 East 60th St., Chicago, Ill. 60637.

Juvenile Justice Publications of the U.S. Department of Justice, a microfiche and hardcover bibliography set based on a bibliography by the National Institute for Juvenile Justice and Delinquency Prevention, published by the National Criminal Justice Reference Service. The cost is $125.00. To order write: NCJRS—JJ Microfiche, Box 6000, Dept. F, Rockville, Md. 20850.

Readings on Police Use of Deadly Force, by James J. Fyfe, editor, published by the Police Foundation. The cost is $10.00. To order, write: Communications Department, Police Foundation, 1909 K St., N.W., Washington, D.C. 20006 .

Governmental Responses to Crime: Crime and Government Responses in American Cities (NCJ# 81622), **Governmental Responses to Crime: Legislative Responses to Crime and The Changing Content of Criminal Law** (NCJ# 81624), **Governmental Responses to Crime: Crime on Urban Agendas** (NCJ# 81623), and **Governmental Responses to Crime: Executive Summary** (NCJ# 81621), all published by the National Institute of Justice and available free from the National Criminal Justice Reference Service, Box 6000, Rockville, Md. 20850.

Today's Delinquent, a new annual publication by the National Center for Juvenile Justice. The cost is $5.00 prepaid. To order, write: National Center for Juvenile Justice, 701 Forbes Ave., Pittsburgh, Pa. 15219. ■

TASC Program Treats Juvenile Drug Abusers

High school students found possessing or under the influence of alcohol or illegal drugs on school premises in Saginaw, Michigan, now have an alternative to suspension through a unique program operated by the Saginaw Treatment Alternatives to Street Crime (TASC) program.

Usually, TASC diverts alcohol and drug-abusing adult offenders to community-based treatment, monitors their progress, and acts as a liaison between treatment providers and the criminal justice system. All offenders are under the supervision of the court.

Parents Participate

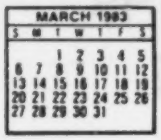
In this new TASC program for juveniles, however, most student participants are referred to the program by the schools. Students who agree to enroll in the "Alternatives to Suspension" program are interviewed with their parents by TASC members to gather basic information about the student, determine the extent of the substance abuse problem, and make referrals as appropriate.

Attendance Monitored

After the interview and assessment, the student receives a letter to give to the school stating that he or she has enrolled in the program, which consists of five one-hour sessions. Class discussions include the physical and psychological effects of substance abuse, reasons for drug usage, and alternatives to drug use. The sessions are conducted by Prevention and Youth Services in Saginaw.

Program attendance is monitored by TASC, which informs the school or other referral source when the student satisfactorily completes the program. Since Alternatives to Suspension began in January 1981, more than 100 students have successfully completed the program. ■

Calendar



Feb. 7-9: Police Alcohol Training, Atlanta, Ga., sponsored by the Georgia Police Academy. Contact: The Georgia Police Academy, P.O. Box 1456, Atlanta, Ga. 30371, 404/656-6105.

Feb. 14-May 13: 69th Administrative Officers Course, Louisville, Ky., sponsored by the Southern Police Institute. Contact: Admissions Coordinator, Southern Police Institute, University of Louisville, Louisville, Ky. 40292, 502/588-6561.

Feb. 15-19: 35th Annual Meeting of the American Academy of Forensic Sciences, Colorado Springs, Colo. Contact: American Academy of Forensic Sciences, 225 S. Academy Blvd., Suite 201B, Colorado Springs, Colo. 80910, 303/596-6006.

Feb. 20-24: 10th National Conference on Juvenile Justice, Hilton Head Island, S.C., and **April 10-14:** The Probation Officer in Juvenile Court, and Juvenile Justice Management Institute, Chicago, Ill., all sponsored by the National College of Juvenile Justice. Contact: National College of Juvenile Justice, P.O. Box 8978, Reno, Nev. 89507, 702/784-6012.

Feb. 21-25: Basic Hostage Negotiation Workshop; **Mar. 14-17:** Forensic Science Techniques Seminar; and, **Mar. 14-18:** Police Driving Maneuvers and Accident Avoidance, all held in Evanston, Ill., and sponsored by The Traffic Institute. Contact: Registrar, The Traffic Institute, Northwestern Univ., 555 Clark St., P.O. Box 1409, Evanston, Ill. 60204, 312/492-7245.

Feb. 24-27: 10th Annual Conference of the Western Society of Criminology, Las Vegas, Nev. Contact: Ivan O. Paur, Sec./Treas., P.O. Box 80751, San Diego, Calif. 92138, 714/265-6224.

Feb. 28-Mar. 4: Police Labor Relations, Houston, Texas; **Mar. 14-18:** Crime Analysis, New Orleans, La.; and, **Mar. 21-24:** The Civil and Vicarious Liability of the Police, Daytona Beach, Fla., and Allocation and Distribution of Police Manpower, Nashville, Tenn., all sponsored by the International Association of Chiefs of Police. Contact: International Association of Chiefs of Police, Professional Development Division, Eleven Firstfield Rd., Gaithersburg, Md. 20878, 800/638-4085.

Mar. 4-6: National Conference on Peacemaking and Conflict Resolution, Athens, Ga., sponsored by the University of Georgia Center for Continuing Education. Contact: Ed Weeks, Program Specialist in Arts and Sciences, Georgia Center for Continuing Education, University of Georgia, Athens, Ga. 30602, 404/542-7909.

Mar. 6-11: 33rd International Course in Criminology—Victims of Crime, Vancouver, British Columbia, Canada, sponsored by the International Society of Criminology. Contact: Professor Ezzat A. Fattah, Director, 33rd International Course in Criminology, Simon Fraser University, Burnaby, B.C. V5A 1S6, Canada, 604/291-4764.

Mar. 7-18: Crime Prevention Technology and Programming, and **Apr. 4-22:** Crime Prevention Theory, Practice, and Management, both held in Louisville, Ky., and sponsored by the National Crime Prevention Institute. Contact: Admissions, National Crime Prevention Institute, School of Justice Administration, Shelby Campus, Univ. of Louisville, Ky. 40292, 502/588-6987.

Mar. 8-11: State Police Training Directors Seminar; **Mar. 7-10:** Seminar for the Field Training Officer; **Mar. 16-17:** Fuel Efficient Driving Instructor; and, **Mar. 22-23:** Operation of Vascar-Plus, all held in Jacksonville, Fla., and sponsored by the Institute of Police Traffic Management. Contact: IPTM, Univ. of North Florida, 4567 St. Johns Bluff Rd., South, Jacksonville, Fla. 32216, 904/646-2722.

Mar. 21-25: Contemporary Issues in Police Administration, Dallas, Texas, sponsored by the Southwestern Law Enforcement Institute. Contact: Donald T. Shanahan, Director, Southwestern Law Enforcement Institute, P.O. Box 707, Richardson, Texas 75080, 214/690-2394.

Apr. 18-29: Police Executive Development Institute, State College, Pa., sponsored by The Pennsylvania State University. Contact: James R. Horner, Director, Police Executive Development Institutes, The Pennsylvania State University, S159 Human Development Bldg., University Park, Pa. 16802, 814/863-0262. ■

AROUND the NATION

EAST LANSING, MICH.—A polygraph (lie detector) research center is being established at the Michigan State University School of Criminal Justice. Under a grant from the American Polygraph Association, the center will support faculty and graduate research on polygraph procedures, techniques, and usage in criminal justice systems throughout the world. Frank Horvath, associate professor of criminal justice at Michigan State University and a nationally known polygraph expert, will serve as director of the research center. "The polygraph is widely used by attorneys to prepare criminal cases and by industry for prescreening potential employees," said Professor Horvath. "Nevertheless, there has been surprisingly little research in the field. One thing we intend to research at the center is how to increase the accuracy of polygraphing through improved techniques. We also want to learn more about the accuracy of techniques used in other countries." Additional information about the polygraph research center is available from Professor Horvath, Michigan State University, East Lansing, Mich. 48824-1044, 517/355-2197. ■

STAPLE

STAPLE

U.S. Department of Justice
Office of Justice, Assistance, Research, and Statistics
Washington, D.C. 20531

OFFICIAL BUSINESS
PENALTY FOR PRIVATE USE, $300

Postage and Fees Paid
U.S. Department of Justice
JUS-436

Office of Justice Assistance, Research, and Statistics
U.S. Department of Justice
633 Indiana Avenue, N.W.
Washington, D.C. 20531

Fold on this line (staple at top)

IMPORTANT NOTICE TO PUBLICATIONS RECIPIENTS

IF YOU WISH TO CONTINUE RECEIVING JSIA AGENCY PUBLICATIONS YOU MUST RETURN THIS MAILER PROMPTLY

BUT FIRST:

*Correct your address label on the reverse side.
*Give organizational title where applicable.

Prompt response is imperative to uninterrupted service

ACT NOW . . .

U.S. Department of Justice
Office of Justice Assistance,
Research, and Statistics

Official Business
Penalty for Private Use $300

Postage and Fees Paid
U.S. Department of Justice
Jus 436
THIRD CLASS
BULK RATE

Washington, D.C. 20531

people people people people

Faith P. Evans has become the first woman to be presidentially-appointed as a U.S. Marshal.

Mrs. Evans, U.S. Marshal for the District of Hawaii, was public and community relations director of Habilitat, Inc., in Kaneohe prior to her appointment. She served three consecutive terms in the Hawaii State House of Representatives where she specialized in law enforcement legislation. She also was Minority Whip responsible for overseeing the Judiciary and Corrections Committees.

The National Association of Trial Court Administrators has presented its first annual Award of Merit to **David J. Saari,** professor of judicial administration at The American University, Washington, D.C. Professor Saari was cited for his leadership and excellence in advancing the ideals and principles of judicial administration and professional court management.

Professor Saari is associate director of the Institute for Advanced Studies in Justice at The American University. He has served as director of the School of Justice at The American University, research attorney for the American Bar Association, and court executive of the circuit court in Portland, Oregon.

William D. O'Leary, administrator and clerk of the Phoenix, Arizona, Municipal Court, has been elected president of the National Association for Court Administration.

Mr. O'Leary has been with the municipal court for 25 years, having served in his present position for 10 years. He has been a member of NACA since 1973, serving on the board of directors and as second vice-president and chairman of the education and bylaws committees.

Robert L. Frye, administrator of the 10th Judicial District of Wisconsin, has been named president of the National Association of Trial Court Administrators.

Mr. Frye was Wisconsin's first trial court administrator and has served in that position for eight years. Prior to that, he was executive assistant to the chief judge of Florida's 18th circuit. Mr. Frye also worked at the Kennedy Space Center as a technical writer and administrative assistant.

Mr. Frye is a fellow of the Institute for Court Management. He has been a member of NATCA since 1974.

Presiding Judge **Gladys Kessler** of the District of Columbia Superior Court has been elected president of the National Association of Women Judges.

Judge Kessler was appointed to the Washington, D.C., Superior Court in July 1981. From 1980 to 1982, she served as president of the National Foundation for Women Judges, and in 1971 she was founding president of the Women's Legal Defense Fund. Judge Kessler was a partner in the law firm of Roisman, Kessler & Cashdan from 1969 to 1977. ■